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COLONIAL ANNUAL REPORTS

# Kenya

## 1946



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IN 1940. PUBLICATION OF THE SERIES OF Colonial Annual Reports was suspended. The Reports now being issued cover the events of the first year after the war, and in many cases reference is made to progress during the war years.

All issues in the new series will have a pictorial cover and most will contain four pages of illustrations, and a map of the Dependency concerned.

Particulars of the series are given inside the back cover.

*The cover illustration shows  
Kilindini Harbour Entrance, Mombasa*



COLONIAL OFFICE

# ANNUAL REPORT ON

The Colony and Protectorate of

# KENYA

FOR THE YEAR 1946

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## Contents

	PAGE
GENERAL SURVEY : 1939-1945 . . . . .	3
PART I : (A) Account of Important Matters of General Interest occurring during the year . . . . .	14
(B) Progress of the More Important Local Projects for Development and Welfare in 1946 . . . . .	16
PART II : CHAPTER I Population . . . . .	21
CHAPTER II Occupations, Wages, Labour Organisa- tion . . . . .	23
CHAPTER III Public Finance and Taxation . . . . .	28
CHAPTER IV Currency and Banking . . . . .	37
CHAPTER V Commerce . . . . .	38
CHAPTER VI Production . . . . .	40
(1) Agriculture . . . . .	40
(2) Animal Husbandry . . . . .	43
(3) Forestry . . . . .	44
(4) Fisheries . . . . .	46
(5) Mining . . . . .	47

*(contents continued overleaf)*

	PAGE
(6) Industrial Production . . . . .	47
(7) Co-operative Societies . . . . .	49
CHAPTER VII Social Services . . . . .	50
(1) Education . . . . .	50
(2) Health . . . . .	53
(3) Housing . . . . .	56
(4) Social Welfare . . . . .	58
CHAPTER VIII Legislation . . . . .	60
CHAPTER IX Justice, Police and Prisons . . . . .	63
CHAPTER X Public Utilities . . . . .	68
(1) Electricity Supplies . . . . .	68
(2) Water Supplies . . . . .	69
CHAPTER XI Communications . . . . .	70
(1) Shipping . . . . .	70
(2) Railways . . . . .	70
(3) Roads . . . . .	70
(4) Air . . . . .	71
(5) Posts . . . . .	73
(6) Broadcasting . . . . .	74
CHAPTER XII Other Subjects . . . . .	74
(1) The Coryndon Memorial Museum . . . . .	74
(2) Research Items . . . . .	75
(3) Game . . . . .	77
PART III: CHAPTER I Geography and Climate . . . . .	78
CHAPTER II History . . . . .	79
CHAPTER III Administration . . . . .	85
CHAPTER IV Weights and Measures . . . . .	89
CHAPTER V Newspapers and Periodicals . . . . .	89
CHAPTER VI Bibliography . . . . .	90
APPENDICES 1 to 8 . . . . .	92



## General Survey (1939 to 1945)

1939

THE outbreak of the Second World War overshadows the record for the year 1939. Nevertheless, that year saw continued progress in the affairs of the Colony. The war, however, turned the thoughts of all from the design for progress and peaceful development to the struggle for the preservation of civilisation which was to absorb the efforts of the British Empire for six years. Into this struggle the Colony directed all its resources and energies, and very notable contributions to the war effort were made in Kenya by all races alike.

During the early part of 1939 organisations, some of which had been established in 1938, were being built up and expanded in preparation for a war emergency. Among the most important were the Man Power Committee and the Supply Board. When war broke out, legislation was passed giving the Government wide powers of control over man power, and communications and resources. It was expected that Italy would immediately enter the war on the side of Germany. When it became clear that Italy was, for the time being, remaining neutral, the Colony took advantage of the breathing space to settle down to further preparations, both civil and military. At this stage the Governor, Sir Robert Brooke-Popham, G.C.V.O., K.C.B., C.M.G., D.S.O., A.F.C., relinquished his office in order to take up an appointment with the R.A.F. in which he had previously served. Mr. (now Sir Walter) Harragin, K.C., administered the Colony as Acting Governor until the end of the year.

Despite the dislocation of trade resulting from the uncertainty of the shipping position, and the loss of continental markets, the transition to a war economy was effected reasonably smoothly. Various controls were instituted governing exports, and purchase agreements were made with the Ministry of Food with respect to certain agricultural produce. A Shipping Controller was appointed in direct contact with the Ministry of Shipping, in order to insure adequate space for exports. Although both imports and exports showed a decrease from the 1938 figures, exports were less affected than imports; the Customs Tariff was amended to allow of a substantial increase in the duty rate applicable to alcoholic liquors, cigarettes and tobacco.

Efforts were made to maintain production, particularly of foodstuffs needed to render the Colony and neighbouring territories self-supporting, of products such as coffee and pyrethrum which bring in foreign exchange, and of essential raw materials such as flax and sisal fibre. A number of flax factories were established with loan funds provided through the Colonial Development Fund. A system of group farm management was set up to ensure the maintenance of production on farms where the owners or managers had left for military service. In many cases the wives of farmers carried on in the absence of their husbands. Much of this re-organisation was undertaken by the Settlement and Production Board which had been set up to organise and stimulate agricultural production.



The maintenance of agricultural production was not made any easier by drought and locusts, and a shortage of grazing in some native areas developed as a consequence. Low freight rates were introduced for the carriage of fodder to affected areas, and for the movement of debilitated cattle to the Liebig Meat Factory near Nairobi, which was re-opened and which undertook the manufacture of corned beef, supplying all local requirements.

Communications were maintained, except in the air, all locally registered aircraft being taken over for military use. The port of Mombasa was developed as a Naval Base with Naval Workshops. A serious strike took place at the port of Mombasa and a Commissioner was appointed to investigate and report; the Commissioner submitted his report in December.

A Committee was set up under the chairmanship of the Director of Education for the purpose of providing information services, and this later became the Kenya Information Office. A newspaper in Kiswahili called "Baraza" was published by the East African Standard with Government support. Broadcasting was also used by Government to spread information to Africans in the vernaculars.

Social services were naturally handicapped. Nonetheless, despite increased demands on medical staff and supplies, on account of military requirements, it was not necessary to close any Government medical institutions. There was, however, some dislocation in education, owing to the calling-up of a number of European members of the staffs, and the requisitioning of a number of schools for military purposes.

## 1940

Early in 1940 Sir Henry Monck-Mason Moore, K.C.M.G., assumed the administration of the Government. Later in the year there was a change in the Military Command of the East African Forces when General Cunningham took over the East African Command from General Dickinson.

South and West African troops arrived in the Colony to reinforce the few King's African Rifles battalions. Although it was necessary for strategic reasons to abandon a portion of the Northern Frontier District to the Italians after their entry into the war in June, no serious attempt was made by the enemy to invade the Colony. The increased requirements of the military forces led to the creation of the East African War Supplies Board; under the chairmanship of Sir Philip Mitchell. This was divided into two sections—materials and foodstuffs. On the military side, the Army Supplies Commission was set up.

The Government and the Settlement and Production Board gave attention to the question of what agricultural products were required and to the means of securing them. This necessitated the assuming of powers under Defence Regulations to protect and control agricultural production.

A very large percentage of the available male European population



was on active service. Of the total male European population over the age of eighteen, 39% were serving with the armed forces, and those who remained were performing excellent work in voluntary organisations as well as being engaged in the production of useful commodities, or in the maintenance of essential services. Increasing demands were made by the military authorities on African manpower, but they were easily met on a voluntary basis without unduly dislocating the labour market.

A Savings Campaign was inaugurated and a War Loan issued which was re-lent in full to His Majesty's Government.

The Railway not only performed valuable work in transporting large numbers of troops and quantities of equipment, but also made available to the army its workshop and engineering resources. Weapons of war, including land mines and even armoured cars, were produced in its workshops.

Social services were maintained on as economical a basis as was compatible with a reasonable degree of efficiency. In this year was enacted the Land Water Preservation Ordinance, which gave powers to combat the menace of soil erosion, which had become increasingly serious.

### 1941

The beginning of 1941 saw the invasion of Italian East Africa by General Cunningham's forces. The rate of their advance was spectacular, and despite their inferiority in numbers their success was overwhelming. In November 1941, Gondar—the last remaining stronghold of Italian resistance in East Africa—was subdued. General Sir William Platt now took over the East African Command. It was evident that East Africa's future role in the war would be that of a training and lines of communication area, a holding ground for the accommodation of Italian prisoners of war and evacuees, and a supply base for agricultural commodities. Yet, with the entry of Japan into the war, it became clear that the task of the East African fighting forces was not yet over, and the King's African Rifles, the East African Military Labour Service and the African Auxiliary Pioneer Corps were expanded. The latter eventually proceeded to the Middle East.

Military requirements in meat and other foodstuffs were increasing. A new source of supply was a dried vegetable factory established at Kerugoya in a native reserve, the production from which was used solely for military purposes. Large fellings of trees took place in order to supply railway sleepers to the military authorities. Owing to difficulties encountered in the marketing of certain commodities, and the necessity for obtaining some definite information about the disposal of surplus agricultural produce, a delegation was sent to the Middle East Supply Council, as a result of which useful data for planning were obtained.

With the trend towards increased production, it became clear that too high a percentage of the Colony's manpower had been released for military service. A Committee was therefore set up to consider applica-



tions for release from military service made by manpower committees, as a result of which a small number of key-men were released. At the same time, in order that the best use should be made of the services of the women of the Colony, the numbers of whom had been increased by women from abroad, regulations with regard to woman-power were introduced. There was some concern over the African manpower situation, and recruitment was temporarily suspended for the East African Military Labour Service and the Auxiliary Pioneer Corps, whilst a committee was appointed to enquire into the labour position. A scheme was brought into operation for assisting recruitment for civil labour. Government was aware of the difficulties regarding demobilisation and reabsorption with which it would have to contend at the end of the war, and committees were appointed to investigate and make recommendations on the subject with regard to all races.

Taxation was increased, with the aim of discouraging the consumption of non-essential goods and of providing funds which could be re-lent interest-free to His Majesty's Government. A new personal tax, based on income and with a war surcharge, took the place of the non-native poll tax. The rates of income tax and company tax were increased, whilst a surtax was imposed on incomes in excess of £3,000. Further increases in customs and excise duties were made, which were reflected in increased prices.

Two new features, a daily broadcast in Italian and the distribution of publications to the Free French and other allied nationals, were introduced by the Kenya Information Office, and the African Section was extended during the year.

Social services were maintained on an economical basis. Funds were provided, however, for buildings and equipment needed for the physical rehabilitation and training of disabled African soldiers. Four hundred additional hospital beds were made available for Africans in the Colony, and three new African dispensaries opened in settled areas. Educational facilities were being developed as rapidly as the war effort permitted. The accommodation problem was eased by the return of a number of school buildings previously requisitioned by the military authorities. A new development was the establishment at Njoro of a School of Agriculture for Europeans on land given by Lord Egerton of Tatton.

## 1942

The important naval base of Diego Suarez, in Madagascar, was captured during the first part of the year, and later the Madagascar campaign was brought to a successful conclusion after the invasion of the southern part of the island, in which East African troops played a major part. Japan's successes in the Far East once more brought the threat of invasion to Kenya. To prepare for such an eventuality, air raid precautions were revived and evacuation schemes prepared. A large scale emergency exercise was held in August to test civil precautions. At the same time it acted as a screen for the invasion of the southern



part of Madagascar. Mombasa became increasingly important from a naval point of view, and it was decided to increase its capacity by building two deep-water berths.

As part of a drive for increased production, the Increased Production of Crops Ordinance was passed. This legislation provided, in the case of non-native production, for the payment of guaranteed minimum returns per acre for specified crops, for guaranteed prices to farmers for such crops, for advances against the minimum guaranteed returns, and, in approved cases, for the payment of free grants for the breaking of new land and for the cultivation of scheduled crops, which, at the end of the year, comprised wheat, maize, rye, flax, oats, rice, rubber, barley, potatoes, pyrethrum and vegetable seeds. Far-reaching powers were given for the taking over of land which was not being utilised, and for requiring any non-native farmer to undertake a programme of increased agricultural production. The administration of this legislation was vested in the Agricultural Production and Settlement Board, working through District Production Committees and Production Sub-Committees.

It was unfortunate that this drive for increased production should coincide with a great increase in local consumption, due primarily to the reception of large numbers of prisoners of war and refugees in the Colony, and also with labour and climatic difficulties. A serious maize shortage was experienced, and the failure of the short rains caused the situation to deteriorate still further. By the end of the year it was clear that, instead of being able to export a surplus of foodstuffs in 1943, importations of cereals would have to be made. The agricultural outlook was not improved by the appearance from the north of the first swarms of locusts, the possibility of which had been foreseen, and in anticipation of which an anti-locust organisation had been set up under the control of the United Kingdom authorities.

The labour situation was serious: the fighting and auxiliary forces, increased production and other services made heavy calls on African manpower. At the same time, the wealth of the Africans in the reserves continued to increase, both on account of the ready sale of stock and produce and remittances from their relatives in the forces. The shortage of goods made it difficult for the African to find an outlet for this money, so there was thus less incentive for him to work. It therefore became necessary, at the beginning of the year, to bring into force Defence Regulations introducing conscription of African labour for specified essential undertakings.

The shortage of foodstuffs,\* buildings and housing, and the increase in prices, created a difficult situation for the lower-paid urban labourers. This resulted in some labour disputes which were, however, settled by a special tribunal appointed under the Defence Regulations. Government was aware of the position and made provision for relief to Government employees on the lower grades.

There was some curtailment of imports, due to the need to economise in shipping. This led to a reduction in customs revenue. There was, however, a rise in revenue from income tax, and as labour and supply



difficulties prevented the carrying out of many capital works planned, there was a surplus of revenue over expenditure. Government was working out long-term programmes in respect of major developments in soil conservation, water supplies, housing and education. Progress was made in the road construction programme by utilising prisoners of war labour.

Two notable advances in education during the year were the establishment of compulsory education for European children everywhere in the Colony, and for Indian boys in Nairobi, Mombasa and Kisumu.

Although large numbers of refugees and prisoners of war had come to the Colony from the north, there was no introduction of typhus, which was prevalent in Abyssinia and epidemic in North Africa. To combat Yellow Fever a campaign which included mass inoculation in the vulnerable Coast area was conducted by the Medical Department.

An important development in native affairs during the year was the establishment of a Standing Advisory Council for Local Native Councils, to advise on estimates and on other specific questions which might arise in connection with the development of Local Native Councils. A Native Poll Tax Ordinance was introduced to replace the Hut and Poll Tax Ordinance, which had become unpopular on account of various anomalies.

### 1943

With the favourable turn in the war situation, the Colony was able in 1943 to turn all its energies to problems of production. An East African Expeditionary Force was sent to Ceylon, East African Pioneers were serving in the Middle East, and no further large demands could be made on manpower. Indeed a number of releases of Europeans was made in order to assist the maintenance of production and of essential services. Legislation was introduced governing compulsory service for women.

The food situation was serious and with famine occurring in some native areas 50,000 tons of cereals were imported to make up for the maize deficiency. Rationing of the chief essential foodstuffs on a coupon basis was introduced for Europeans and Asians. The daily ration of maize meal for employed Africans was reduced from 2 lbs. to 1½ lbs. and it was found necessary to suspend civil conscription for several months. When it was re-opened it was restricted to sisal industry work but was later extended to include service constructional works, production of essential foodstuffs and rubber and flax harvesting.

The failure of the rains in Uganda, which country had been expected to produce a surplus of cereals, disappointingly small surpluses from European and native producers in Kenya, together with increased local consumption and the need for supplying famine relief to various areas, led to a serious position by the end of the year. A Government officer was appointed to work in conjunction with the supply authorities on the joint task of ensuring the proper distribution of food and of labour. A Food Shortage Commission of Enquiry was appointed, which investigated the food position and published its report during the year.



Drought conditions resulted in a marked fall in the production of plantation crops such as coffee, tea and pyrethrum. There was also a sugar shortage. Nevertheless, it was possible to establish a second Dried Vegetable Factory in the Kikuyu Reserve at Karatina. The stock industry suffered severely from drought, yet the numbers of slaughter cattle provided by the native areas increased, although the cattle supplied showed deterioration in size and quality.

The production situation was complicated by the locust infestation, and it was necessary to conduct two hopper destruction campaigns in the Northern Frontier District and Turkana, in which both military and civil authorities co-operated.

The East African Production and Supply Council had superseded at the end of 1942 the Civil Defence and Supply Council and the East African Civil Supplies Board. The Chairman of the Board, as Director of Produce Disposal, became responsible for allocating supplies to different territories, and between Service and civilian requirements. The shortage of agricultural machinery, which had acted as a brake on production, was eased by the receipt from overseas of tractors and other farm implements. The Machinery Pool, previously established, was expanded. Pilot secondary industries set up under the auspices of the East African Industrial Council made progress.

The broad outline of the Colony's development plans was submitted to the Secretary of State during the year and a number of specific applications for aid from the Colonial Development and Welfare Vote were made.

Although the majority of the male European staff of the Education Department had been released from military service, their numbers were insufficient to meet the increased demand for European and Indian education. Accommodation also presented problems. An important development during the year was the filling of the post of Superintendent of Female Education.

Public health was good with the exception of a widespread epidemic of smallpox, but cases were mild and no deaths resulted. Progress was made with the Government African Housing Scheme in Nairobi and by the end of the year 100 quarters were in occupation. During the year work was also started on the Mombasa Scheme.

Two important measures of social legislation were passed during the year. The first, called the Housing Ordinance, established a Housing Fund and a Central Housing Board which proved of great value in stimulating housing schemes mainly for the African population: and the second, the Probation of Offenders Ordinance, saw the introduction for the first time of a system of probation in Kenya.

1944

During the year Sir Henry Monck-Mason Moore, K.C.M.G., left the Colony in order to take over the Governorship of Ceylon: Sir Philip



Euen Mitchell, K.C.M.G., M.C., assumed the administration of the Government in his place. A major political development was the nomination by the Governor of Mr. Eliud Mathu as the first African to represent his own people on Legislative Council: the number of members representing African interests remained unchanged at two.

During the early part of the year the food situation continued to be serious but steps were being taken to meet it. The officers appointed in 1943 to ensure the best distribution of labour and foodstuffs took quick action. The allocation of foodstuffs to employed labour was reduced by 15%, wherever this could be done without detriment to the war effort; applications for famine relief were closely scrutinised and no allocations were made to labour in new undertakings unless the undertakings were considered essential to the community. At the same time the distribution of labour was carefully watched. In Nairobi the numbers of African consumers were reduced by restricting the numbers of domestic servants, by re-directing to other employment, conscripting or repatriating urban unemployed, and by limiting the employment of juveniles under 16 years of age. The position of labour was safeguarded by the introduction of a minimum wage. In Mombasa the position was improved by the introduction of regulations to prevent the flow of up-country natives to the Coast, by assisted voluntary repatriation of up-country natives already at the Coast, and by the introduction of registration of casual labour. By these measures the numbers of unproductive Africans in the towns were greatly reduced, and considerable savings of food were effected. Less than the estimated requirements of famine relief were issued, yet the gap between consumption and production was not completely bridged. The most serious famine was in the Machakos area where it was found necessary for Government and the Local Native Council to subsidise famine relief.

Favourable rainy seasons brought some further alleviation of the food shortage. The Increased Production of Crops Ordinance continued to stimulate European production whilst the population of the fertile native lands of Nyanza Province, encouraged by propaganda and high prices, produced greater crops of maize and other cereals than ever before, despite the serious reduction in their available manpower. This concentration of effort on cereal production led to a drop in the other major crops of this area, namely cotton and oil seeds.

The dry weather had adversely affected coffee but the production of other plantation crops, such as tea, pyrethrum and sisal, increased during the year. Infestations of locusts were the most serious yet encountered, yet thanks to the energetic measures of destruction taken, little damage was done to crops.

The Livestock Control was still buying large numbers of native cattle involving the movement of their purchases from the area of origin to the consuming areas. That this was achieved without any serious spread of stock disease was due to the activities of the Veterinary Department which, since the introduction of its Anti-Rinderpest campaign in 1943, had performed more than three million free inoculations.



Timber production which had been increasing steadily since the outbreak of war in order to meet military requirements, reached five times its pre-war figure.

There was continued evidence of an increasing desire on the part of United Kingdom exporters to regain markets in the Colony, but the necessity of keeping within the limits of shipping tonnage available was still a limiting factor. There was thus a shortage of imported goods, which was intensified by an increased demand resulting from the large amount of cash in circulation. This led to Black Market problems, but it was found possible to introduce distribution control on a limited scale only.

Staff difficulties continued with regard to the education of all races. Despite this a new Primary School for European children was opened in Eldoret and a new African School at Kabarnet, and Primary Teacher Training Classes were instituted at the Government Kikuyu School at Kagumu. An important educational development was the approval by the Secretary of State of a free grant of £180,000 for the purposes of the education of women and girls.

Some progress was made in medical services, and additional hospital accommodation was provided for Africans at various centres. The report of a Committee on ways and means of reducing European hospital fees was laid on the table of the Legislative Council.

Good progress was made with African housing schemes. The first instalment of the scheme for housing Government African servants in Nairobi was completed. At Mombasa building operations were well advanced. Assistance was granted for these schemes from the Colonial Development and Welfare Vote as free gifts to the extent of £83,000 for Nairobi and £78,000 for Mombasa. In Nairobi the Municipal Council and the Local Government Housing Committee embarked on large scale schemes in order to meet the needs of Africans other than those employed by the Government and the Municipality.

A new venture of the Information Office was the establishment of Civil Information Rooms. Designed in the first place to serve and interest the African soldier on leave, they were also developed as the first steps towards social halls, which could be used in any scheme in connection with mass education.

A Civil Reabsorption Board was appointed to make detailed arrangements for the re-establishment in civil life of members of H.M. Forces and of men and women engaged during the war in work of national importance. A Director of Training was appointed in charge of this organisation, which concerned itself with all races. Post-war plans were occupying a good deal of the Government's time and attention. Planning was carried out first on a district basis within the framework of departmental plans and then on a provincial basis. The provincial plans were completed during the year but their consideration on a Colony-wide scale still remained to be completed.

Two important measures of legislation passed during the year were the National Parks Ordinance and the Co-operative Societies Ordinance.



1945

The cessation of hostilities in Europe and the Far East was not marked by any great relaxation of war-time measures or controls. Although some taxation relief was granted by the discontinuation of the Excess Profits Tax and some special war security measures were withdrawn, controls with respect to imports, exports, currency, supply and production, were continued and it was not found possible to withdraw manpower regulations. The burden of work on Government was heavier than ever, with demobilisation, reabsorption, production, and planning for development engaging its main attention. A reorganisation of the administrative machinery (described in detail in Part III, Chapter 3) was undertaken, with the aim of enabling Government to deal more expeditiously and efficiently with the complexities of post-war conditions and its development and reconstruction programme. A Development and Reconstruction Authority was set up and worked during the year mainly on preparations for the inauguration of schemes already approved under the Colonial Development and Welfare Act.

European agricultural production was maintained at a satisfactory level, although emphasis was being placed on restoring to grass areas which had been under cereals for several years rather than on increasing acreages. With regard to native areas the marketing of produce such as cereals and pulses was controlled under Defence Regulations, which provided for a guaranteed return to the producer. In Nyanza Province a flat price system, giving the producers the same price in named areas for the various types of produce at all markets, irrespective of distance from railhead, had the advantage of spreading the incidence of increased production evenly throughout the various zones, and of reducing the pressure on land in areas adjacent to railhead.

Well distributed rains in the main grain producing areas resulted in very satisfactory maize and wheat crops, which, after providing for all East African needs, both civil and military, and for the maintenance of a substantial reserve, allowed the export of over 500,000 bags of cereals during the Cereals Pool year ending 30th September, 1945.

Several important developments took place in the machinery for dealing with native affairs. A Judicial Adviser was appointed with the task of advising on the administration of justice in native courts and on their development, a subject on which he published a valuable and comprehensive report. A Senior Medical Officer was appointed as Adviser on Social Welfare.

It is perhaps the recognition by Government of its responsibility for land administration in Native Land Units, its formulation of a policy with a traditional basis but modern methods to ensure proper utilisation of the land, and the building up of the necessary machinery to supervise the carrying out of this policy, that constitute the most outstanding developments in native affairs during the year. A senior District Commissioner with a wide knowledge of land tenure customs was appointed as adviser on the administration of native lands. At the same time



arrangements were made for visits by eminent sociologists to help in the investigation of land tenure problems.

The Labour Department was strengthened and reorganised during the year to enable it to tackle satisfactorily the various problems arising from the war.

The Kenya Uganda Railway & Harbours Administration, which had a remarkable record of war service, was called upon to provide transport facilities in connection with demobilisation, and met all the demands made upon it, despite the fact that it had not yet been enabled to effect the rehabilitation of its rolling stock and plant.

The large increase in recurrent expenditure of both the Medical and Education Departments reflected the rapid expansion of social services.

The budget was divided into two parts—the normal revenue and expenditure budget, and the special Development and Reconstruction Estimates, involving the creation of a Development and Reconstruction Fund. This innovation, which has since been followed by some other colonies, has given increased flexibility to the Colony's budget, and ensures that approved development schemes will be carried out without the risk of curtailment or suspension through temporary financial difficulties.

## PART I

### (A) Account of Important Matters of General Interest occurring during the Year

THE year 1946 was one of readjustment, during which the greater part of the Colony's manpower which had served in the armed forces was being demobilised and reabsorbed, and the country was changing over from war-time to peacetime economy. It was also a year of planning for post-war development and welfare, the progress of which is described in section (b).

#### POLITICAL

From the political point of view the subject which attracted most attention during the year was the proposal outlined in Colonial Paper 191 that the East African territories should have a common Legislature for those services common to the three territories, such as railways, customs, posts and telegraphs, for matters affecting commerce and industry and for other services, especially statistical and scientific, which may be established in the future.

Although the principle met with general approval, it was soon clear that the basis of representation was not acceptable to all communities. The matter was under review at the end of the year, with the object of providing fresh proposals which might be more favourably received.

The question of increased African representation was considered by Government, and, although it was agreed that there was a necessity for greater representation, no definite changes were made in 1946. During the year, however, an African was nominated to take the place of the European representing African interests while he was on leave, so that for the first time two Africans sat on Legislative Council. Two African Councillors were also appointed to the Nairobi Municipal Council.

A Member for Health and Local Government was appointed as part of a reorganisation of the administration of Health and Local Government, and it was decided that a Local Government Board should be established under his chairmanship to direct and supervise the activities of all local authorities, urban and rural, including Local Native Councils. In addition, a draft African District Councils Bill was prepared and considered by Local Native Councils, whereby the present Local Native Councils will be given additional powers and their procedure and constitution brought more into line with the practice of other Local Government bodies in the Colony.

In accordance with the accepted policy of Government and of the Secretary of State, that Africans should be afforded greater opportunities of participating in the administration of the Colony, five African Assistant Administrative Officers were appointed for service in the Nyanza Province, and one for service in the Central Province.



## ECONOMIC

There was some resumption during the year of exports, which reached a higher figure than in 1945, but the export traffic has not yet attained its pre-war level. On the other hand, there was a considerable increase in imports, mainly as a result of the United Kingdom export drive.

With regard to production, plantation crops had a reasonably successful year, although drought conditions affected the size of the coffee crop. Labour difficulties were experienced by those concerned in the growing of plantation crops.

Some of the minor war controls were abolished, and a committee was set up, under the Deputy Chief Secretary, to keep the question of abolishing further controls under review. The food position in East Africa and in the world has necessitated the retention of the control of foodstuffs.

During the year an Economic and Commerical Adviser to the Government was appointed, and the Registrar of Co-operative Societies appointed in 1945 undertook the formation of his department and the registering, under a new Ordinance passed in 1945, of co-operative societies registered under the Co-operative Societies (Registration) Ordinance, 1931. A few new co-operative societies were registered in 1946.

## SOCIAL

Demobilisation proceeded rapidly and smoothly throughout the year. On the reabsorption side, European, Asian and African central exchanges and African district exchanges were set up. A number of training schemes were put into operation for the benefit of ex-soldiers of the various races.

An Ordinance to provide for compensation to be paid to workmen for injuries suffered in the course of their employment was passed during the year, as was also an Ordinance to enable the Governor in Council to establish minimum wages for any occupation and in any particular area.

The Social Welfare Organisation was taking shape during the year, and a number of African social welfare workers were trained.

An important step was taken in April, 1946, when the Probation of Offenders Ordinance was applied for the first time, in respect of Nairobi in the first instance.

## VISITS

The most notable visitor of the year was the Right Hon. A. Creech Jones, then Under Secretary of State for the Colonies, who, in the course of a tour in East Africa, spent a good deal of his time in Kenya.

Visits for special investigations included those by Sir Wilfred Woods, to conduct a fiscal survey; by Mr. Bassett, to investigate the co-ordination of marketing; by a team of electrical and civil engineers, under the leadership of Mr. C. R. Westlake, M.I.E.E., to investigate potential hydro-electric power and the potential demand for electricity; and by the Fishery Adviser to the Colonial Office, Mr. C. F. Hickling, to advise on the development of the Colony's fisheries.



Professor Rheinallt Jones, Secretary of the Institute of Race Relations of South Africa, also visited the Colony. As a result of his visit it was decided to set up a Race Relations Institute, with objects similar to those of the South African Race Relations Institute.

Mrs. Elspeth Huxley investigated the needs of Africans for suitable literature.

## (B) Progress of the More Important Local Projects for Development and Welfare in 1946

As mentioned later in Part III, Chapter 3, of this Report, a Development and Reconstruction Authority was appointed with effect from the 1st August, 1945, as part of a far-reaching reorganization of the Government machine, designed to enable the Government to deal expeditiously and efficiently with the complexities of post-war conditions and to undertake the pressing problems of development and reconstruction.

The Authority was made responsible to the Governor for the expenditure of all sums specifically allocated for development and reconstruction purposes, and for the co-ordinated execution of approved development and reconstruction plans. It was decided that, as a body with such comprehensive duties would necessarily impinge upon what had hitherto been regarded as the special functions of individual departments, it was essential that its Chairman should be the Chief Secretary, and that he should assume the additional role of Member of the Executive Council for Development and Reconstruction. In order to enable the Chief Secretary to devote himself primarily to development and reconstruction matters, it was agreed that the Deputy Chief Secretary should undertake most of the duties which would normally fall to the Chief Secretary. The latter, however, remained Chairman of various statutory and other important boards.

So that the Authority might be free as far as possible from uncertainty regarding the amount of money available for its programme, a Development and Reconstruction Fund was established in the Colony's 1946 Estimates, into which all money earmarked for capital expenditure on development and reconstruction over a period of years is to be paid. The 1946 Estimates were also divided into two parts: the first, devoted to ordinary Government revenue and expenditure, and the second, comprising the revenue and expenditure relating to development and reconstruction.

### THE DEVELOPMENT COMMITTEE REPORT

The plans for development and reconstruction which it will be the duty of the Authority to co-ordinate and control will in the main be those embodied in the Report of the Development Committee, which was accepted in principle by the Legislature in January, 1947. These plans



comprise a programme of development and reconstruction over a ten-year period for which it is hoped to provide a sum of some £15,500,000. It is expected that some £5,000,000 of this will be obtained from the Colonial Welfare and Development Fund, £7,000,000 from loans and some £3,000,000 from revenue contributions.

#### D.A.R.A. ESTIMATES

The total sum provided in the 1946 Estimates for expenditure on D.A.R.A. account was £3,198,810, but owing to the shortage of staff, materials, and equipment, the actual expenditure is likely to have been considerably less.

Full details of the progress made during 1946 are available in the Report of the Authority published in March, 1947, covering the period 1st August, 1945, to 31st December, 1946. The following is a brief description of the main lines of development pursued during the year.

#### *Agriculture*

Paramount importance is attached to a Soil Conservation Scheme, to be financed by the Colonial Development and Welfare Vote. This scheme has as its object the arresting of soil erosion in the European and native areas and the education of farmers of all races to a proper appreciation of good husbandry. During 1946 land was secured or negotiations opened with regard to sites for the main headquarters of the Soil Conservation Service at Nakuru and for the six District stations, with the exception of Nairobi. Great difficulties were experienced in obtaining tractors and machinery and only one consignment was received.

Owing to shortage of staff and equipment, rapid progress was not possible in the native areas but Agricultural Officers continued soil conservation work as formerly. Schemes were, however, worked out by District and Provincial Teams for anti-erosion measures and in several areas the inhabitants displayed an encouraging interest in the measures proposed.

The rehabilitation of the badly eroded Machakos Reserve is an operation for which provision had been made on a large scale, but in the absence of suitably qualified European staff and of the necessary machinery and equipment, it was not possible to make rapid progress. A working company of 31 men was engaged in March, 1946, to complete the drainage at the end of soil conservation terraces, constructed by the cultivators themselves, and the output of work of the company was considerably higher than the normal.

#### *Roads*

Good progress was made on the all-weather bitumenised Nairobi-Nakuru road. The section from the top of the Limuru Escarpment to Naivasha Township was completed and the best part of the Naivasha-Gilgil section widened from a 10 ft. ribbon to 20 ft., whilst a contract was let for the Kabete-Limuru section and work began on 15th August. By the end of the year the greater part of the earth works and culverts on this stretch had been completed.



Work on the other principal roads included the completion of mile 12 to mile 25 of the Nairobi-Thika road and good progress on the Kericho-Sotik road, only six miles of which remained to be completed by the end of the year.

The sum of £31,000 was spent on District Council roads.

A Survey was made of the Nakuru-Kisumu trunk road and agreements were concluded with three firms to carry out surveys in various stretches of the Nairobi-Mombasa road and on the Mau Summit-Eldoret-Kitale and Kisumu-Tororo roads.

### *Settlement*

(a) *African Settlement:* The body directly responsible for expenditure under this heading is the African Settlement and Land Utilization Board. During 1946 this Board carried out a great deal of preliminary and investigational work, more particularly in relation to the possibility of providing water in areas suffering from insufficient rainfall and on the best and cheapest methods of clearing bush.

In the Makueni area, which comprises 280,000 acres of what would be good grazing were it not for the presence of "Fly" and the absence of water, nine successful boreholes were sunk and a fly barrier  $3\frac{1}{2}$  miles long cleared by hand. Further clearing undertaken by machinery was abandoned owing to the extensive damage caused to the top-soils. A 2,500 acre farm was cleared and demarcated and work is in progress on the clearing of the arable lands preparatory to the settling of families from the adjoining areas in the Machakos District.

In the Nandi District part of the northern area adjoining the settled area was fenced, and the fenced portion is being subdivided to provide a proper balance between cropping and animal husbandry. This is a pilot scheme in which the problems connected with a planned agrarian policy are being studied. 2,500 acres of a 10,000 acre scheme were cleared of bush to improve the carrying capacity of the land.

The agricultural potentialities of the Taveta area were reported on by a team of investigators. Some 500 acres of land added to the Native Land Unit by the Carter Commission were surveyed and an experiment settlement and irrigation scheme is being worked out.

(b) *European Settlement:* The European Settlement Board held its first meeting in March, 1946. Selection and Training Committees were set up in Nairobi and London to deal with the applications for entry to the two main schemes—the Tenant Farming and the Assisted Ownership Schemes.

By the end of 1946 the Board had under its control 270,220 acres of land comprising 141,245 acres purchased from private owners and 128,975 from unalienated Crown Land. A total of 183 new settlers was accepted—146 for the Tenant Farming Scheme and 37 for the Assisted Ownership Scheme and 156 farms were at the disposal of the Board.

A system of training was worked out under the aegis of the Agricultural Department. The training centre was the Egerton School of Agriculture at Njoro.



### BUILDINGS

Satisfactory progress was maintained under the three schemes for African housing in towns, for which £461,000 has been provided from the Colonial Development and Welfare Vote.

(a) *African Staff Housing, Nairobi*: The Starehe Housing Scheme comprising 437 married quarters and dormitories for 168 single men was completed during the year;

(b) *African Staff Housing, Mombasa*: The scheme situated on an estate known as Tononoke was begun in 1943 and completed in 1946, except for the provision of waterborne sewage. The scheme provides quarters for 12 senior married officers, 280 junior married officers and 144 single officers.

(c) *African Housing*: This is the most important scheme financially and is financed partly from the Colonial Development and Welfare Vote and partly by Government borrowings. By 31st December, 1946, £325,370 had been spent by the Nairobi Municipal Council on a basis of half free grant and half loan.

The Nairobi Municipality completed the Ziwani and Pumwani extension schemes and made satisfactory progress with the Makongeni Scheme. All the schemes provide balanced housing estates with their own cultural, medical and shopping amenities.

In Mombasa a start was made with a similar housing scheme for Municipal African employees. Some 70 quarters were built. In addition an estate of 63 acres has been bought on the Island in the Port Tudor area and in conjunction with 40 acres of Crown Land will provide a site capable of housing 8,000 Africans.

(d) *Other Housing*: A Colony-wide review was instituted to determine the staff housing requirements for European, Asian and African Government employees. It was found that the funds available for the housing of employees, not covered by the Colonial Development and Welfare Vote Schemes, were inadequate. Experiments were instituted with a view to providing an economy house for Europeans and a few of these were constructed in Nairobi.

Provincial Commissioners, except in the case of Nyanza Province where the Public Works Department did the work, constructed additional African quarters departmentally where most required.

(e) *Other Buildings*: A variety of other buildings—educational, medical and administrative were extended or completed, whilst in other cases plans were approved, material purchased and a start made.

### WATER

Progress on the various schemes for the investigation and development of water supplies was seriously affected by the shortage of technical staff. Nevertheless, a number of successful boreholes were sunk and dams constructed both in the European and native areas.

(a) *Native areas*: In the Machakos and Kitui areas, the District Commissioners continued their programmes of constructing small dams

and sinking boreholes. Four boreholes were drilled, three of which were successful, although owing to lack of machinery it has not been possible to equip them yet. In the Yatta sixteen dams were constructed. Eleven boreholes were drilled in the Makueni Settlement Area of the Machakos Reserve from funds provided for African settlement. Of the eleven, nine were successful: two of the nine were found to contain mineralized water.

Four successful boreholes were drilled in the Kiambu Reserve and two boreholes were drilled in the Teita Reserve, one of which was successful. A third was also begun in this area.

Three boreholes and a well were taken over from the military in the Northern Province. Two boreholes were drilled at Maralal both of which were unsuccessful.

(b) *Alienated Areas:* Of 96 borehole sites selected in the alienated areas, 29 were drilled. The percentage of success was 93.1%.

(c) *Investigations and Surveys:* The whole of the area of the Upper Tana was explored and roughly mapped from Grand Falls to Bura. Over 100 miles of river were explored for possible dam and weir sites and about 6,400 square miles of land reconnoitred. All deposits of soil which can be irrigated were investigated and reported on by the Agricultural Dept. A start on the preliminary survey of the most promising scheme was about to be made at the end of the year.

Three officers were engaged on hydrographic work. A number of rivers were surveyed and a number of gauging weirs constructed whilst other gauging weirs were surveyed or investigated.

In recent years serious pollution of streams in the Colony has occurred mainly by effluents discharged from coffee and sisal factories. During July, 1946, Dr. Southgate, Director of the Water Pollution Research Laboratory of the Department of Scientific and Industrial Research (Great Britain), and a member of his staff, visited a number of coffee and sisal factories in the Colony and, in collaboration with the Water Pollution Research Committee of the Water Board of Kenya, agreed upon a programme of experimental work. A member of his staff remained in Nairobi to conduct the experiments. Practical experiments made at Kiambu indicated that up to 95% purification of the effluents can be achieved.



## PART II

### Chapter I: Population

THERE is a great lack of demographic information regarding Kenya. From 1931, when the last non-native census of the population was taken, until 1943, when food rationing was introduced, no estimate of the population could be made. In 1944, however, it became possible to obtain population figures based on the issue of ration books to the various races.

Although the statistics of population from the census in 1931 and those obtained from the Commodity Distribution Board's rationing scheme are not comparable (there may for example be duplication in the Commodity Distribution Board's figures) it is possible to obtain from the two sets of figures a rough indication of the increase in the various non-native races. It would be misleading, however, to make any deductions from these figures. The birth and death rate for any of the communities cannot be calculated, owing to the incompleteness of the registration of births and deaths, while on account of the large migration which takes place both inter-territorially and with other continents it is impossible to estimate natural increases in the customary manner.

From the figures available the European population was 16,812 in 1931, and 22,594, 23,033 and 23,766 in 1944, 1945 and 1946 respectively. The juvenile population as a percentage of the whole was 26·6 in 1931, 28·5, 31·0 and 29·0 in 1944, 1945 and 1946. Asiatics (under which term is included Indians, Goans, Arabs and other non-Europeans) totalled 57,135 in 1931, 111,691, 114,683 and 118,901 in 1944, 1945 and 1946. The juvenile population as a percentage of the whole was 40·8 in 1931, 45·2, 45·2 and 44·5 in 1944, 1945 and 1946. Tables giving separate male and female figures for the census years and those derived from the Commodity Distribution Board returns are set out for further information, together with a table showing the composition of the non-native population:

#### EUROPEAN

		<i>Census</i>				<i>Rationing Registrations</i>		
		1911	1921	1926	1931	1944	1945	1946
Males....	....	2,022	5,800	7,199	9,404	11,234	—	12,404
Females	....	1,153	3,851	5,330	7,408	11,360	—	11,302
Total ....		3,175	9,651	12,529	16,812	22,594	23,033	23,706

— = Not available.

## ASIATIC

	<i>Census</i>				<i>Rationing Registrations</i>		
	1911	1921	1926	1931	1944	1945	1946
Males....	—	24,342	26,299	36,747	66,016	—	70,754
Females ....	—	11,640	14,841	20,388	45,675	—	48,147
Total ....	20,986	35,982	41,140	57,135	111,691	114,683	118,901

— = Not available.

## COMPOSITION OF NON-NATIVE POPULATION

<i>Race</i>	1911	1921	1926	1931	1944	1945	1946
European ....	13·1	21·1	23·3	22·7	16·9	16·7	17·6
Indian ....	44·1	50·0	49·9	53·6	57·9	56·8	58·7
Goan ....	4·7	5·3	4·8	5·4	4·9	4·5	4·8
Arab ....	37·7	22·1	19·7	16·5	18·6	18·7	15·8
Others ....	0·4	1·5	2·3	1·8	1·7	3·3	3·1
	100·0	100·0	100·0	100·0	100·0	100·0	100·0

## NATIVE

A complete population census has never been carried out in Kenya, and the statistics on native population have a considerable margin of error. The method of calculation is based on the male tax-paying population, whose number may increase owing to closer control by the Administration. A factor of 37% of the total population is assumed to cover the child population, but this factor, based on South African evidence, has never been proved for Kenya, and the population figures, as estimated, may be too low on this account.

There is no registration of births and deaths in the Native Reserves, and statistical calculations of birth rate, death rate, and natural increase are quite impossible on present information. Because of the inaccuracy of the estimates it is not considered wise to attempt comparisons between years, but the estimated population for 1945 is distributed as follows:

## ESTIMATED AFRICAN POPULATION

<i>Province</i>	1945
Central	1,595,000
Nyanza ....	1,444,000
Rift Valley	199,000
Coast ....	382,000
Masai District ....	53,000
Northern Frontier District	83,000
Turkana District	130,000
Non-Kenya Natives	36,000
	3,922,000

The corresponding total for 1939 was 3,413,264.



## Chapter II: Occupations, Wages, Labour Organisation

### PRINCIPAL OCCUPATIONS

The principal occupations may be grouped under the following headings:

- (a) Agriculture;
- (b) Mining;
- (c) Forestry;
- (d) Industry;
- (e) Commercial;
- (f) Government Service;
- (g) Domestic service.

Labour in these undertakings is mainly "casual," the term being used to denote employees on a monthly or ticket basis, as compared with those on a written contract of service, or on a Resident Labourers' contract. Casual labour in the more usual sense of the term is confined to the Mombasa port area and to certain types of daily work such as coffee-picking on farms in the Highlands. The bulk of those employed can be classified as unskilled labourers. The nature of the work varies from industry to industry, but the task to be performed can very quickly be understood by any such labourer.

There is a large and growing body of semi-skilled African labour. Army training schemes and recent Government artisan training programmes are making it possible for Africans to be employed in a much wider range of occupations. Really skilled Africans are few, and it is to be hoped that the increasing number of semi-skilled workers will provide the type of employee who would benefit from further intensive training.

The main occupations are: manual labourers, domestic servants, clerks, drivers, carpenters, masons, dressers, wheelwrights and blacksmiths. This is not an exhaustive list, but the numbers employed in other trades are few.

### WAGE RATES

There is a continuing upward tendency in wage rates, and there is constant pressure from the African for further substantial increases. The African is becoming conscious of the considerable rise in the cost of living and, particularly in the towns, aspires to a higher standard of living. In the past the low rates of wages paid to urban workers were only made possible by the fact that the urban worker was mainly a casual worker, returning to his native area from time to time, where his wife

or wives cultivated his land. Urban labour was thus to some extent subsidised by the native areas. Long-term policy is now directed towards the stabilisation of urban workers, with a consequent need for increased social services and higher wages.

The "real" wage rate in Kenya is normally much higher than the actual cash wage because there are usually additional benefits such as rations, housing and welfare facilities accompanying the cash payment. The following are the average wage rates in the different undertakings:—

(1) *Unskilled Labour*

- (a) *Rural*: Agriculture, 10/- to 12/- for thirty-day verbal contracts with rations (usually maize meal only) and housing. Much of the work in coffee, pyrethrum and sisal production, however, is task or piece-work and extra pay can be earned up to 30/- to 40/- per month. In sisal, this may be as high as 50/- to 60/- per month. Resident labour is engaged at 5/- to 12/- per month, but has in addition land for cultivation, stock, housing and, in some cases, rations—the value of which may be considerable.

Other undertakings in Rural Areas: Government Departments, District Councils, and the Railway pay 10/- to 16/- per month with rations, housing and bonus. Contractors pay 15/- to 20/- per month; saw-millers 12/- to 15/-; and mining companies 10/- to 14/-, with rations and housing in all cases.

Rations and housing vary. Rations may consist of a liberal diet or merely maize meal. Housing provided may range from well-constructed stone buildings with amenities to poorly-built African huts. Administrative minimum standards for rations and housing are gradually gaining acceptance, and there are indications of all-round improvement. The cost of a well-balanced ration varies from 8/- to 12/- per month per labourer, according to whether the employer is himself able to supply any of the items.

- (b) *Urban: Nairobi*. 31/- to 35/- per month, with a reduction of approximately 10/- where food and housing are supplied.

*Mombasa*. Government, Railway and the larger firms pay 40/- per month, excluding rations and housing, with a reduction of 5/- if housing is provided. Other employers pay 20/- to 25/- per month with food and housing. Casual labourers earn from 2/- to 3/- per day.

(2) *Skilled and Semi-Skilled Labour*

The variations are great, depending upon the locality and the degree of skill. Domestic servants (rural) are paid 20/- to 100/- per month with food and housing; in urban areas 35/- to 100/- with food and housing. Clerks earn 40/- to 200/- per month; drivers earn 40/- to 120/-; and other tradesmen 40/- to 120/—generally without food and housing.



## NUMBERS EMPLOYED IN VARIOUS GROUPS

(Registered Male Adult Natives only)

<i>Group</i>	<i>Number</i>	<i>Percentage of Total</i>
Domestic and personal ....	27,431	11.05
Commercial and professional ....	21,542	8.68
Industrial ....	13,120	5.29
Mining and quarries ....	6,954	2.80
Building and construction ....	4,830	1.95
Timber and fuel production ....	11,523	4.64
Miscellaneous ....	6,044	2.43
Agriculture ....	90,541	36.50
Public Services ....	66,150	26.66
	<hr/> 248,135 <hr/>	<hr/> 100% <hr/>

## HOURS OF WORK

Hours of work vary a great deal and are not subject to unified control. In agriculture the task to be performed may take as little as three hours, and no further work for the employer is performed during the day. In industry and urban occupations, between six and eight will be worked, but the intensity and effort may not be very high.

## COST OF LIVING

To date there is no Cost-of-Living Index for Nairobi or any other large town for Europeans, Asians, or Africans. A Retail Price Index has, however, been calculated during the war for Nairobi, with August, 1939, as the base line. This Retail Price Index contains most of the articles consumed by Europeans and Asians, and at 31st December, 1946, stood at 65 points above August, 1939. Items not included in this Index are rent, water, light, amusements, car repairs, etc., but goods which can be purchased in shops in the normal way are represented.

As would be expected, the rise in the cost of living has had more effect in the urban areas than in the agricultural areas. So far as Africans are concerned the reasons are that most employees in agricultural districts are provided with food and very often have plots of land which provide further subsistence. Also, certain items of clothing can be made from hides and skins of animals occupying grazing land.

Urbanised Africans often have outlets to such small plots of land, but very many are detribalised and have lost this advantage. Clothing prices have been trebled as compared with before the war, and food prices are approximately double. Wages, however, have increased considerably in the lower income groups, and this has served to rectify the balance, in part, for the unskilled worker.

## SIZE AND WORK OF THE LABOUR DEPARTMENT AND OF TRADES UNIONS

The Labour Department has expanded considerably during the year, and is now responsible for a wide variety of duties covering the labour



aspects and the demobilisation and reabsorption of ex-service men and women of all races. Apart from its strictly labour duties, which include inspections, advice, promotion of conciliation and the settlement of disputes, it is responsible for resident labour control. Provision has been made for a Medical Specialist to advise on improvements in water supplies, housing, correct feeding, physical standards for recruitment and for health generally, and also for a Factory Adviser and a Boiler Inspector.

The general labour staff has been augmented by a Deputy Labour Commissioner, three senior Labour Officers, two Labour Officers and an Office Superintendent.

The Registration Department has continued to be amalgamated with the Labour Department proper. This department was very largely concerned with the investigation during the year of the existing native registration system with a view to the removal of some of its known disadvantages.

On the demobilisation and reabsorption side, the Department comprises European, Asian and African sections which deal in each case with the demobilisation, dispersal, reabsorption, re-employment and training of ex-service men and women. As regards dispersal, some 50,000 Africans were dealt with under "A" releases during the year; employment was found for 1,958 ex-soldiers and 1,384 were trained in a variety of crafts. The re-employment section comprises a Central Labour Exchange for European men and women; a Central and three District Labour Exchanges for Asians; and a Central and eight District Labour Exchanges for Africans.

There are only two trades unions for Africans in Kenya at the present time, but very shortly a Trades Union Labour Officer will be appointed to advise on whether and how such unions should be formed. Africans have themselves made a number of attempts to form workers' bodies, but these have not been of long duration and are usually designed to meet the circumstances of a particular dispute. Following upon recent unrest, there is a strong movement on foot to improve employer/employee relations in general by resort to the Whitley Council principles.

#### LABOUR DISPUTES

Approximately 60 labour disputes were recorded in the Colony during the year. They were mostly trivial and very quickly settled by the Labour Officer in the area concerned.

#### LABOUR LEGISLATION

- (1) *Legislation giving effect to the provisions of the International Labour Conference*

An ordinance to provide for compensation to workmen for injuries received in the course of their employment and a new Minimum Wages Ordinance were enacted.

- (ii) *Legislation dealing with Trades Unions and the employment of Women and Children*

No new legislation on these subjects was passed during 1946.



(iii) *Legislation establishing Wage-Fixing Machinery and regulations fixing minimum Wages*

The Minimum Wage Bill became law in 1946 and empowers the Government to make awards in any occupation or district. This measure is designed to protect the African worker. It makes it possible to prosecute those employers who are unscrupulous in their attitude to labour. It is also a means, if the minimum wage is not fixed too high, of closing down uneconomic marginal industries and making labour resources available for employment elsewhere.

(iv) *Legislation Providing for the Establishment of Conciliation and Arbitration Machinery*

The Trades Disputes (Arbitration and Enquiry) Ordinance of 1940 was not invoked during the year. The policy by which officials of the Labour Department play the combined role of conciliator and arbitrator proved sufficient. One example of conciliation by the Labour Department was the setting up of labour liaison committees in most parts of the country. The usual composition was the District Commissioner, employers' representatives, representatives of the Africans, and the local Labour Officer. The aim was to bring both parties—employers and employees—into closer contact, to spread genuine information regarding conditions of employment, to hear criticisms and suggestions about conditions of employment, and generally to stimulate interest among the inhabitants of the Native Land Units in outside opportunities for employment.

(v) *Factory Legislation*

A factory expert arrived from England towards the end of the year and commenced the work of compiling a factory ordinance to meet the Colony's requirements.

(vi) *Compensation for Accident and Provision for Sickness and Old Age*

Consideration was given to legislation for workmen's compensation, and the Workmen's Compensation Ordinance was enacted late in 1946. Its provisions are already in general use (in the form of the East and West Africa Model Ordinance), and though as yet they have not the force of law, the majority of the awards by Labour Department have been met by the employers concerned.

Under the Employment of Servants Ordinance, (1938), which relates to Africans, an employer is responsible for providing his servants with proper medicines during sickness and also (if procurable) with medical attention during serious illness. If an employee requires hospital treatment the employer is responsible for his hospital fees until the termination of the servant's contract, or for a maximum of thirty days, whichever be the less. Thereafter an employee would, if necessary, receive the free medical treatment to which unemployed Africans are entitled in Government Hospitals.

A Hospital Services (European) Ordinance was passed at the end of 1946, under which provision is made for hospital services for Europeans

at a low rate. All European residents, other than married women living with their husbands and persons under the age of eighteen, are liable to pay contributions to the European Hospital Fund in the form of additions to Personal Tax and Income Tax on a graduated scale.

There is no legislative provision for old age for any race outside of the pension schemes and Provident Funds for Government servants.

## Chapter III: Public Finance and Taxation

### (1) REVENUE AND EXPENDITURE

Schedules of revenue and expenditure under the main heads for the years 1939, 1944 and 1945 and of the total revenue and expenditure for the years 1939 to 1945 are included in Appendices 2, 3 and 4.

At the time of preparation of this report, the figures for 1946 were not available but the following comparisons of the actual revenue and expenditure for 1938 with the estimated revenue and expenditure for 1946 under the principal heads grouped objectively should be of interest:

REVENUE				1938 <i>Actual</i>	1946 <i>Estimated</i>
				£	£
A. Tax Revenue:					
(1) Direct Taxation	....	....		707,149	1,965,000
(2) Indirect Taxation	....	....		1,144,358	2,579,300
Total Tax Revenue				1,851,507	4,544,300
B. Revenue from self-liquidating expenditure	....	....	....	254,629	507,365
C. Revenue from Government properties				146,333	369,510
D. Interest and redemption	....	....		47,257	130,611
E. Revenue from Fees and payments for specific Services	....	....	....	139,477	199,780
F. Earnings of Department and Reimbursements	....	....	....	302,929	278,566
G. Sundry Receipts	....	....	....	34,798	163,570
TOTAL NON-TAX REVENUE				925,423	1,649,402
TOTAL REVENUE				2,776,930	6,193,702



## EXPENDITURE

A. Public Debt and Pensions ....	472,901	786,632
B. Administration ....	779,167	1,671,455
C. Development of Natural Resources....	380,896	1,862,364
D. Public Utilities ....	549,012	2,238,414
E. Social Services ....	427,268	1,316,854
F. Contributions to Townships and District Councils ....	106,668	208,426
G. Military Contributions ....	209,863	141,107
War Expenditure Civil ....	—	321,991
Interim Contributions to Local Native Councils (Cost of Living Allow- ances) ....	—	26,546
<b>TOTAL</b> ....	<b>£2,925,775</b>	<b>£8,573,789</b>

It will be seen that the 1946 revenue and expenditure are respectively almost  $2\frac{1}{2}$  and 3 times the actual revenue and expenditure for 1938. The increase in revenue comes chiefly from Income Tax and Customs and Excise. The yield of Income Tax has soared from £104,473 to £1,280,000, a spectacular increase of 1,125%. In considering this increase, however, it must be remembered that Income Tax was first introduced only in 1937 and that the actual assessment for 1938 was £159,406. Moreover the rates of taxation in 1938 were quite low by modern standards, viz: 1/- on the first £700 of chargeable income, rising by steps to a maximum of Shs. 2/50 on that portion of the chargeable income exceeding £1,500. Various personal allowances were excluded from the calculated chargeable income, the maximum allowances being as much as £1,105 per annum. The present rates are given in Section 8 of this chapter. Revenue from Customs and Excise duties has more than doubled itself, rising from £878,609 to £2,168,000, an increase of 145%.

The largest increases in expenditure occur under Group C, Development of Natural Resources 390%; Group F, Public Utilities 300%; Group E, Social Services 200%; while Group A, Public Debt and Pensions, and Group B, Administration, are up about 70% and 110% respectively. The 1946 Budget has thrown special emphasis on the development of the country's economic resources, considerable but small emphasis on public utilities and social services, but the expenses of administration have not risen proportionately.

## (2) STATEMENT OF LOAN POSITION OF COLONY AT 31ST DECEMBER

## PUBLIC DEBT AND SINKING FUND

<i>Floated</i>	<i>Amount of Issue</i>	<i>Rate of Interest Per Cent</i>	<i>Price of Issue Per Cent</i>	<i>Redeemable</i>	<i>Expenditure at 31st December</i>
	£				£
1921	5,000,000	6	95	1946-56	5,000,000
1927	5,000,000	5	99½	1948-58	5,000,000
1928	3,500,000	4½	95	1950	3,500,000
1930	3,400,000	4½	98½	1961-71	3,382,835
1933	305,600	3½	98½	1957-67	303,587
1936	375,000	3	100	1956-61	374,120
1945	600,000	3	100	1970-75	—
	<u>£18,180,600</u>				<u>£17,560,542</u>

The 1945 Loan of £600,000 was floated locally and three Issues of East African War Bonds were also offered locally, in 1940, 1942 and 1944 respectively, for re-loan to His Majesty's Government towards the cost of prosecuting the war, realising a total sum of £10,508,835. The Bonds bear interest at the rate of 2½% per annum and are redeemable 1945/47, 1949/51 and 1952/54 respectively. As the proceeds are re-lent to His Majesty's Government, the Colony's liability to bondholders, £10,158,870, together with the amounts advanced during 1945 to meet encashments, £124,820, is covered by a corresponding liability to the Colony on the part of the Imperial Government.

## SINKING FUNDS

Sinking Fund Contributions are at the rate of 1 per cent, but a supplementary sinking fund was commenced in 1939 in respect of the 1921 £5,000,000 loan, contributions being at the rate of one half per cent on that portion of the loan which the Colony will be required to redeem from its own sources. The Kenya and Uganda Railways and Harbours Administration has also invested £500,000 for redemption purposes. In regard to the 1945 £600,000 loan, a Sinking Fund of 2% per annum commenced on the 1st May, 1946.

## ALLOCATION OF PUBLIC DEBT AND ANNUAL CHARGES

(See Schedule at Appendix 5)



(3) STATEMENT OF ASSETS AND LIABILITIES OF THE COLONY AND PROTECTORATE

OF KENYA ON 31ST DECEMBER, 1945

	<i>Liabilities</i>			<i>Assets</i>		
	£	Shs.	Cts.	£	Shs.	Cts.
Deposits ....	....	....	....	Investments . . . .	....	....
Drafts ....	....	....	....	Advances . . . .	....	....
Loan Funds—unspent balances				Suspense . . . .	....	....
Excess Profits Tax Fund ....				Cash . . . .	....	....
Reserve Fund ....	500,000	0	00			
War-Time Contingency Fund	800,000	0	00			
Suspense....	177,054	12	91			
General Revenue Balance ....	1,899,634	2	13			
	<hr/>					
	£16,169,393	19	81		£16,169,393	19 81
	<hr/>					

## MAIN HEADS OF TAXATION AND YIELD OF EACH

<i>Item</i>	1939	1944	1945
	£	£	£
Customs Revenue ....	918,259	2,398,402	2,256,139
Hut and Poll Tax (Native) ....	523,588	524,719	530,484
Income Tax ....	137,963	1,054,056	1,154,779
Personal Tax ....	50,929	115,213	113,436
Petrol Tax ....	74,624	118,117	142,220
Estate Duty ....	11,443	42,172	44,252
Entertainment Tax ....	6,491	25,413	27,083
TOTAL	£1,723,297	£4,278,092	£4,268,393

## (5) CUSTOMS TARIFF

In 1923 identical Customs tariffs were enacted in Kenya, Uganda and Tanganyika. A revision took place in 1930 and in spite of alterations in the rates, most of which were made during the war, the basic structure remained unchanged until 1946. A number of surcharges were introduced during the war with the object of maintaining revenue at as high a level as possible and also of discouraging the consumption of commodities which could not be regarded as essential. As a result of legislation enacted towards the end of the year, most of these surcharges have now been incorporated in the basic tariff.

The basic fiscal rate is 22% *ad valorem* assessed on the price the goods would fetch on sale in the open market in the Colony if delivered at the place of importation, freight insurance and all the costs, charges and expenses having been paid by the seller. Specific duties are charged on goods which lend themselves to such a form of assessment, some of the more important items being potable spirits, cigarettes and tobacco, motor spirit, kerosene oil, tyres and tubes, matches and cement. In the case of certain articles, such as piece goods, some articles of wearing apparel, wines and cycles, minimum specific duties have been fixed as an alternative to an *ad valorem* rate to safeguard the revenue against abnormally cheap supplies.

Building requisites, metals and artisans' tools are in most cases charged with a 10% duty whilst an intermediate rate of 16½% is applied to motor cars and their parts.

The free list includes the chief "development" imports such as machinery; road, rail, air and water transport equipment; coal, coke and fuel oil; packing materials; explosives, insecticides and agricultural and mining equipments. Exemption from duty is also allowed in the case of drugs, medicines and disinfectants; filters and refrigerators; surgical, scientific and educational requisites and religious articles; music and literature, and *bona fide* luggage brought in by passengers for personal and household use.



The Congo Basin Treaty obligations prevent the grant of Imperial Preference.

Provision is made in the tariff for the imposition of what are known as "suspended" duties on certain commodities which are produced and manufactured in one or more of the three territories, Kenya, Uganda and Tanganyika. These duties may be imposed, varied or revoked unilaterally, thus allowing a modified control by each territory over the degree of protection afforded to a number of local products.

By a tripartite Customs Agreement dated 1st August, 1927, a system of inter-territorial transfers of imported goods was introduced between Kenya, Uganda and Tanganyika. The effect of this agreement is virtually to remove Customs barriers between the three territories, duties being credited to the receiving territory by a transfer form procedure.

#### (6) (a) EXCISE DUTIES

The following locally manufactured products are liable to excise duties:

(1) Sugar	....	....	....	Shs. 2/24 per cwt.
(2) Tea	....	....	....	—/15 cts. per lb.
(3) Cigarettes	....	....	....	Shs. 8/- per lb.
(4) Cigars	....	....	....	Shs. 8/- per lb.
(5) Manufactured Tobacco	....			Shs. 7/- per lb.
(6) Beer	....	....	....	Shs. 120/- per 36 gallons of wort of a specific gravity of 1055 degrees and so in propor- tion for any difference in quantity or gravity.

#### (6) (b) STAMP DUTIES

During the year a revenue of £130,000 was obtained from Stamp Duties which is the highest figure which has been recorded since stamp duties were first imposed in the Colony. The corresponding figures for 1939 and 1945 were £54,000 and £84,000. The increase is mainly due to the rise in land values and to the ever increasing number of land transactions. The main items for 1946 were Cheques—£23,000; Transfers and Conveyances £65,000 and Company Share Capital £16,000. These figures represent over 2¼ million cheques stamped, land to the capital value of £3¼ million transferred and £320,000 new company share capital.

#### (7) NATIVE HUT AND POLL TAX—NATIVE POLL TAX

##### *Legislation*

The Native Hut and Poll Tax Ordinance, 1934, was repealed in 1942 and was replaced by the Native Poll Tax Ordinance, 1942, which had the effect of abolishing the former unpopular system whereby a native was taxed on the number of wives he possessed. The legal provisions regarding tax collection and penalties remained virtually the same as under the old Ordinance. The Northern Frontier Poll Tax Ordinance, 1930, was not affected.

*Rate*

From 1939 until the end of 1942, the normal rate of Hut and Poll Tax was Shs. 12/-: but with the introduction of the Native Poll Tax Ordinance, it was necessary to increase the rate in 1943 to maintain the revenue which would otherwise have been lost by abolition of multiple taxes. In Native areas in which a rate was also imposed by the Local Native Council, the normal rate of tax was therefore fixed at Shs. 14/-, and this rate was not again altered during the period under review. At the same time the normal rate of tax in areas in which no local native rate was imposed was fixed at Shs. 16/-, the additional 2/- being paid into the Native Trust Fund. Of this additional amount, 1/- was applied to native services in non-native areas and the remaining 1/- was divided among the Local Native Councils.

Reductions varying from 1/- to 8/- are made in favour of members of the poorer tribes, and of residents in the less developed districts.

*Method of Assessment*

Under the Native Hut and Pool Tax Ordinance, 1934, a tax at the prescribed rate was payable on each hut owned or occupied by the taxpayer; or in the case of natives not liable to pay hut tax, a poll tax was paid instead. Under the Native Poll Tax Ordinance, every adult male native over the apparent age of 18 years is liable to pay a poll tax at the prescribed rate.

The period since 1938 has seen a great advance in the collecting of poll tax in native areas by Headmen. Only in the backward districts is tax now habitually collected by District Officers. In many of the advanced districts tax collection is supervised by Revenue Officers. The Kodi Stamp (Revenue Stamp) system, which was introduced in 1936 for the easy accumulation of tax, was described in the Annual Report for 1938, and is mainly used in the non-native areas where the great majority of tax payers are in receipt of a monthly wage.

*Yield*

The annual yield from these taxes since 1939 has been :

NATIVE HUT AND POLL TAX:	1939	£523,588
	1940	519,713
	1941	541,946
	1942	536,959
NATIVE POLL TAX:	1943	504,235
	1944	524,719
	1945	530,484
	1946	565,000 (approx.)

## (8) INCOME TAX

Income tax is charged in Kenya on income (assessed in accordance with the Income Tax Laws) of residents, accruing in, derived from or received in East Africa and on the income of non-residents accruing in, derived from or received in the Colony after deducting any personal allowances which may be due.



These are as follows :

- (1) *Single*: £200 but where the total income exceeds £200 the allowance is reduced by £1 for every £2 by which the total income exceeds £200, i.e., in cases where the total income of a single person exceeds £200 the allowance is reduced by half the amount by which the total income exceeds £200.

e.g. Total Income	....	....	£500
Allowance	....	....	£200
			<hr/>
Excess:	....		£300
			<hr/>
Single Allowance	....		£200
Less half excess	....	....	£150
			<hr/>
			£50

- (2) *Married*: £350. The allowance is not affected by the amount of total income.

- (3) *Children*: £80 for first child and £40 for each of next three. Maximum allowance £200. "Child" includes step-child or adopted child maintained within the year preceding the year of assessment, who was either under the age of sixteen, or if over the age of sixteen at any time within that year was receiving full-time instruction at any University, College, School or other educational establishment or was serving under articles or indentures with a view to qualifying in a trade or profession. No deduction in respect of a child is competent if the income of the child in his own right apart from income arising from a scholarship, bursary, etc., exceeds £75 per annum.

- (4) *Dependent Relative*: The amount expended on the maintenance of a dependent relative is allowed up to a maximum of £60 provided that the total income of the relative does not exceed £150. Where two or more persons contribute to the maintenance of the relative the total allowance up to £60 is divided between the contributors.

- (5) *Life Assurance etc.* The annual insurance premiums paid by the taxpayer on his life or that of his wife or the annual contributions made by him to the Widow's and Orphan's Pension Fund or other approved Fund up to one-sixth part of his total income, with a maximum of £100.

The rates of tax at present in force are:

- (a) *Persons other than individuals* i.e., companies trusts, etc., Shs. 4/- in the pound. (No allowances are granted to companies);

- (b) *Individuals—Income Tax*: Where the chargeable income does not exceed £250 tax is charged at Shs. 2/- in the pound. Where the chargeable income exceeds £250 the whole of the chargeable income bears the tax at the rate of Shs. 2/- plus one-eighth of a cent for every £ of chargeable income exceeding £250 up to a maximum rate of Shs. 5/- in the pound. The following example illustrates the calculation necessary to arrive at the appropriate rate in a case where the total income is £951 and the allowances competent to the taxpayer amount to £371, viz:

Total income ....	£951
Less allowances ....	£371
	<hr/>
Chargeable Income: ....	£580
	£250 at Shs. 2/-
	<hr/>
	£330 at $\frac{1}{8}$ of a cent =
	Shs. 0·4125

The whole of the chargeable income of £580 therefore bears tax at the appropriate rate of Shs. 2·4125, making the tax due £69/19/-.

*Surtax*: Where the total income exceeds £3,000 the excess over £3,000 is charged at the rate of Shs. 4/- in the pound, plus one-twentieth of a cent for every £ of total income exceeding £3,000 up to a maximum rate of Shs. 7/50 in the pound.

e.g. Total Income ....	£7,000
Less not charged ....	£3,000
	<hr/>
Liable to surtax: ....	£4,000

Rate of tax is 4/- plus  $\frac{4000}{20}$  cents = 4/- plus 2/- = Shs. 6/-

Surtax payable £4,000 at Shs. 6/- = £1,200/-/-.

In addition, an annual Personal Tax, based on income, is payable by individuals other than Africans, as follows:—

Where the individual's total income does not exceed £60 Shs. 20/-

Where the individual's total income exceeds £60 but does not exceed £120 .... Shs. 40/-

Where the individual's total income exceeds £120 .... Shs. 60/-

The following exemptions are provided:—

- every individual who has not attained the age of 18 years;
- every woman whose personal income does not exceed £120 per annum;
- every married woman living with her husband;
- every individual on a temporary visit to the Colony, provided he is not the owner or lessee of land in the Colony, and is not engaged in any employment or business in the Colony, and has no pecuniary interest in any business or enterprise conducted or carried on in the Colony.

A table showing examples of the amount of Income Tax payable by five classes of tax-payers is included at Appendix 6.



## (9) ESTATE DUTY

Estate Duty is assessed by the Assistant Estate Duty Commissioner who, when necessary, consults the Estate Duty Commissioners.

The rates are low, starting at one per cent after £200 and reaching two-and-a-half per cent at £500, five per cent at £20,000, ten per cent at £90,000, fifteen per cent at £200,000, and a maximum of twenty-five per cent at £1,000,000.

As will be seen from the Table at Appendix 7, there has been an increase in the number of estates assessed for each year since 1939, but many of them were not subject to duty. The duty collected varied from £11,516 in 1939 to £39,052 in 1946 giving an average of £35,832 per year. This increase is due to the fact that more valuable estates are being assessed and each estate is receiving a thorough and careful scrutiny.

## Chapter IV: Currency and Banking

### BANKING INSTITUTIONS ESTABLISHED IN THE COLONY

- (a) The National Bank of India Ltd., with branches at Mombasa, Nairobi, Nakuru and Kisumu;
- (b) the Standard Bank of South Africa Ltd., with branches at Mombasa, Nairobi, Nakuru, Kisumu, Eldoret, Kitale, Kakamega and an Agency at Nanyuki;
- (c) Barclays Bank (D.C. & O.) with branches at Nairobi, Mombasa, Nakuru, Eldoret, Kitale and Kisumu;
- (d) Exchange Bank of India and Africa Ltd., Mombasa.

The Land and Agricultural Bank of Kenya, with a capital of £726,500 provided by the Government, makes advances to farmers under the provisions of the Land Bank Ordinances. Up to the 31st December, 1946, the Land Bank had made 1,506 advances aggregating £1,364,826 of which £545,943 was still out on loan.

The Land Bank also acts as financial Agent for the Government in the affairs of various bodies including the Board of Agriculture, the African, European, Indian and Arab Settlement Boards.

### CURRENCY

The Standard Coin is the East African Shilling (silver) with subsidiary coinage of the following denominations—50 Cents (silver) and 10 Cents, 5 Cents and 1 Cent (bronze). A note issue is maintained and notes of the following denominations are in circulation: Shs. 10,000, 1,000, 200, 100, 20, 10, 5, 1.

The Currency is controlled by the East African Currency Board, London, which replaced the old local Board of Currency Commissioners in 1921.

The Board is represented in the Colony by local Currency Officers.

*Circulation of Notes and Coin at 31st December, 1946*

## COIN

<i>Denomination</i>		<i>Amount</i>		
		£	Shs.	Cts.
Copper:	—/01	38,555	— 17	— 70
	—/05	92,834	— 00	— 50
	—/10	195,474	— 16	— 80
		<hr/>		
		326,864	— 15	— 00
		<hr/>		
Silver:	—/150	187,083	— 2	— 00
		1,446,981	— 16	— 00
		<hr/>		
		1,634,064	— 18	— 00
		<hr/>		

## NOTES

1/-	135,577	— 2	— 00
5/-	2,254,562	— 15	— 00
10/-	3,425,967	— 5	— 00
20/-	5,767,165	— 10	— 00
100/-	3,294,855	— 00	— 00
200/-	180	— 00	— 00
1,000/-	80,550	— 00	— 00
10,000/-	3,848,500	— 00	— 00
<hr/>			
		£18,807,357	— 12 — 00
<hr/>			

*Note:* The circulation figures of coin are only in respect of Kenya. The circulation of notes is in respect of East African Currency Basin, viz: Kenya, Uganda, Tanganyika and Zanzibar.

## Chapter V: Commerce

The end of the war, with its consequences of increased availability of shipping space and of consumer and other goods from the United Kingdom, has resulted in a marked increase in imports into Kenya. In 1946, the value of goods imported into, and retained in Kenya, was £12,801,977 compared with a total value of £7,122,211 in 1945, i.e., an increase of almost 80%. At the same time, there has been a marked increase in the proportion of imports from the United Kingdom which comprised 38·5% of the total in 1946 compared with 28·4% in 1945.

It is not the intention in this brief review to give detailed statistics relating to imports and exports as these details are fully set out in the Annual Trade Report of Kenya and Uganda, published about July each



year by the Government Printer, Nairobi, but the following examples of the major increases in the imports of 1946 over those of 1945 may be of interest:—

<i>Article</i>	<i>1945 Imports Value</i>	<i>1946 Imports Value</i>
Cotton piece goods ....	£1,128,610	£1,872,615
Machinery.... ....	477,821	907,847
Iron and Steel manufacture	563,732	953,182
Motor Vehicles and Parts	226,626	578,867

Exports of domestic produce from Kenya in 1946 also show an increase over the corresponding exports for 1945, but the rise is not so spectacular as in the case of imports. The total value of domestic exports from Kenya during 1946 amounted to £7,094,794 compared with £5,792,528 during 1945, an increase of about 22%. The principal items of export are coffee, pyrethrum, sisal fibre, tea, sodium carbonate, gold bullion, wattle bark and extract, and hides and skins, and in 1946 these items accounted for about £4,500,000 of the total of £7,094,794 given above.

It is clear from these figures of imports and exports that, at the present time at any rate, the value of visible exports alone is insufficient to provide the necessary sterling to enable imports to continue at their present level. A report of this nature is not felt to be the appropriate place for a consideration of the complex problems involved in an investigation into such questions as the balance of trade and the relationship between sterling and the East African shilling, but as far as these matters are concerned, in order to correct any impression which might be left by a mere comparison of imports with visible exports, it should be recorded that invisible exports in the form of remitted capital from abroad, the important services rendered by Kenya to other territories as an entrepôt, an administrative, educational and health centre, and the expenditure in Kenya which arises from the maintenance of Imperial Forces in the Colony, are of considerable importance. In considering the balance of payments, all the East African territories should be regarded as a unit.

In commerce the leading factor has been the continuation of a seller's market although in certain consumer goods, unfortunately those of a less essential character, there have been signs of a buyer's market supervening. The year has therefore been one of continued prosperity for the commercial community and the gradually increasing supplies of trade goods have increased turnover without as yet greatly reducing the speed of sales movements.

The commercial community through their organised Chambers of Commerce have continued to play a most useful part on the various advisory bodies established by Government. In general their attitude towards the remaining war-time controls has been most reasonable; they have however pressed continuously for a relaxation of Price Control in respect of articles which neither enter into the Retail Price Index nor can reasonably be considered essential. As regards taxation, the com-



mercial community found the 1947 Budget unacceptable and have shown a disposition to await the results of the current Taxation Enquiry before finally committing themselves.

The year has been marked by an increasingly articulate desire on the part of Africans to enter into business and commerce. Much has been done by organised commerce and Rotary in providing advice, and pamphlets on company formation and management have been prepared, translated into Swahili and widely circulated. Many Africans have been granted traders licences and a number of public companies have been formed. It is too early however to see how well-established and sound in trade Africans are likely to prove themselves.

With regard to industrial licensing, it is planned to replace the present system under the Defence Regulations by common East African licensing legislation. The war-time limitation of the numbers of traders licences is still in force but the removal of the present regulations and their replacement by legislation directed towards greater freedom has been agreed in principle.

## Chapter VI: Production

### (1) AGRICULTURE

The principal agricultural products of Kenya are maize, wheat, barley, oats, sorghums, millets, beans, peas and other legumes, coffee, tea, sugar, pyrethrum, essential oils, groundnuts, sesame, copra, cotton, sisal and wattle.

All cereals are grown as farm crops by Europeans on estates of varying sizes, or by Africans on peasant holdings, but maize is the only cereal which is grown to any extent by both Europeans and Africans. Maize is cultivated under a wide range of climatic conditions and at altitudes varying from sea level to 7,000 feet. Wheat, on the other hand, is a high altitude cereal, grown mainly by European farmers, although small quantities are produced by Africans in suitable areas. Barley, both for malting and feeding, and oats, not only for feeding but also for oatmeal, are grown to a considerably lesser extent by European farmers only, but, apart from malting barley and oats for oatmeal, these crops are not sold to any extent off the farm. Sorghums and millets are almost entirely grown by Africans as staple food crops. Apart from local exchange in food markets and occasional demands on account of food shortage in other areas, sorghums and millets seldom reach any organised market.

Beans, peas and other legumes such as grams, pigeon-peas, and cow-peas, are grown mainly by Africans, both for food and for sale as cash crops. A considerable bean export was being built up before the war, but the internal food situation during the war demanded the retention of the bean production for internal use, mainly as food for Africans in



employment. Some European farmers grow supplies in order to meet the requirements of their own farm labourers.

Coffee and tea are plantation crops. Arabica coffee is grown almost entirely by Europeans, both by individuals and by companies; each plantation operates its own pulping-station. Arabica coffee is also grown on a very small scale by African peasants in plantations grouped around publicly-owned pulping-stations. Tea, on the other hand, is entirely in the hands of European plantation-owners, either individuals or companies, some of the latter being subsidiaries or associates of large companies with world-wide interests. Coffee and tea are grown both for local consumption and export; in the case of the former by far the greater proportion is exported, whilst in the case of the latter, an increasing proportion is consumed locally, as African consumption tends to rise.

Sugar is, commercially, essentially a plantation crop, and is produced by a handful of European and Asian companies, each with large plantations and factories. Some cane is also grown by small Asian farmers in an area serving the factory of one of the big companies. The total production of sugar is consumed in Kenya and is insufficient to meet the demand.

Pyrethrum is grown by European farmers, generally in conjunction with some form of mixed farming. There are also a few African growers. This product is almost entirely exported, and during the war years has been the most valuable individual export.

Essential oils are produced by a few European farmers who have specialised in this line, but over-production can cause marked fluctuations in price, and no great expansion is looked for. Groundnuts and sesame are essentially African crops. Some nuts and seed are exported as such, or purchased by local mills, where the oil is expressed for both local consumption and export. The residual cake is used locally for stockfeed. Most of the present production is, however, consumed by the growers.

Copra is produced by Arabs and Africans in plantations in the coastal belt. The whole of the production is purchased by local mills, and the resulting coconut oil is consumed locally.

Cotton is a crop grown by the African peasant, who sells the seed cotton to central ginneries, mainly Asian-owned. The total lint production is exported, but cotton seed may be exported or used locally, principally as stockfeed.

Sisal is a plantation crop, grown on a large scale by European companies. The fibre has been one of the most valuable individual exports from the Colony during the war years. A small quantity is used for local manufacturing purposes and there is one factory manufacturing sisal products.

Wattle-bark is produced mainly by African peasants, but also to some extent by European farmers. The bark is sold to a few central factories, either European or Asian owned, where the bark is pressed and exported in bales, or the wattle extract is prepared and exported as such.



Pyrethrum, coffee, sisal and tea are the most important agricultural products exported and together accounted for 72% of the total value of exports of agricultural products in 1946; pyrethrum forming approximately 24%, coffee 19%, sisal 18% and tea 11% of the total.

The maintenance of agricultural production at a high level during the year has been assisted by the continued operation of the increased Production of Crops Ordinance, 1942, which provides guaranteed prices and minimum returns per acre in respect of cereals and certain other scheduled crops. This legislation is described more fully in the review of the year 1942. On the marketing side too the wartime controls and organisations have been continued, with the advantage of guaranteed contract prices for coffee, sisal, tea and pyrethrum, and guaranteed producer prices for wheat, maize, barley and oats, and, in regard to Native areas, guaranteed prices to the producer of cereals, pulses and oil seeds.

The production of individual crops in the 1945-46 season showed some increases and decreases as compared with the previous season. Where there was a decrease in production, this was due in several cases to unfavourable weather conditions or labour difficulties. The European areas produced a total of 919,212 bags of maize (including 98,578 bags of squatter maize). Deliveries to the Maize Control in the Nyanza Province decreased by nearly 200,000 bags to 534,449 bags; more favourable weather conditions in the Central Province were reflected by a small increase in maize deliveries, which totalled 131,608 bags for the 1945-46 season. There is no doubt that soil fertility is decreasing in the native areas.

The wheat crop was satisfactory on the whole, the total production in the European areas being 841,036 bags from 177,943 acres, and the better areas had yields of five to seven bags to the acre. The total production of wheat increased by more than a quarter of a million bags over the figure of the previous year.

Sorghum and millets also increased, and a total of 80,000 bags were delivered to the Control, more than double the figure of the preceding year.

The 1945-46 coffee crop suffered considerably from drought and production amounted to 6,952 tons which, although showing a slight increase on the figure of 6,200 for the previous season, is still well below the figures for the earlier war years. Shortage of labour was a handicap, particularly during the picking seasons, when the available labour was insufficient for both picking and maintenance.

Tea production at 12,274,538 lbs. showed a slight drop from the figure of the previous year.

Pyrethrum also showed a slight decrease from 7,409 tons to 6,860 tons. Sales of flowers during the year were rather more difficult than usual, owing to disputes in the United States of America on pyrethrum content.

Sisal production dropped by 4,600 tons to 27,000 tons, which is attributable mainly to a shortage of labour following the cessation of labour conscription, which was introduced for the wartime period only.



Weather conditions were unfavourable for the cotton industry, which remained depressed: the crop amounted to 5,015 bales compared with 5,405 bales in 1944-45.

Wattle exports during 1946 amounted to 157,000 cwts. of bark and 239,000 cwts. of extract, compared with 185,000 cwts. of bark and 171,000 cwts. of extract in 1945. Production might well have been greater had it not been for prolonged misty conditions which hampered drying operations, and shortage of railway rolling stock.

The oil-seed industries remained depressed, although groundnuts showed some signs of recovery: 14,255 bags of groundnuts were bought by the Produce Control in 1946, which represents more than double the quantity purchased during the previous year. The sesame crop was poor, and was mainly consumed locally.

The production of essential oils, since its recovery from the wartime depression, remained fairly stable. Exports in 1946 amounted to 5,698 gallons, valued at £21,332, compared with 5,856 gallons, valued at £17,074, in 1945.

## (2) ANIMAL HUSBANDRY

The Colony produces a full range of animal products, and there are substantial exports of hides and skins, butter, bacon and ham.

The Hide and Skin trade draws the greater part of its supplies from the native areas, where preparation and marketing is under the supervision of the Veterinary Department. The European Stockowners take little active part, except in so far as they contribute a large number of the slaughter stock passing through the larger abattoirs.

The establishment of local tanneries and leather factories has led to a progressive increase in the local use of hides and skins, which in the past were nearly all exported.

Almost the whole of the butter production comes from the Kenya Co-operative Creameries, a European enterprise with a steadily expanding membership. This company is also responsible for the manufacture of large quantities of cheese, although individual producers handle a substantial share of this activity. There is an abundant supply of fresh milk for the civil population, and limited quantities of powdered milk are produced by one enterprising European farmer.

Ghee, or clarified butter, on the other hand, is almost entirely a product of the Native Reserves, where production and marketing is organised by the staff of the Veterinary Department.

Slaughter stock for internal consumption are drawn from both the Native areas and the European farms, but despite a progressive increase in the total number of cattle owned by Africans their contribution to the major consuming centres has been obtained only by a system of compulsory quotas.

The Kenya Livestock Control, which was responsible for the organisation and maintenance of meat supplies throughout the war, ceased to function at the end of 1946, and the quota system was then abolished. This organisation has been replaced by a statutory Meat Marketing Board,

which will endeavour to protect the interests of producers and consumers alike.

The production of pigs and the local manufacture of bacon and hams increased rapidly during the war, and the control of the industry is now vested in the Pig Industry Board. The Uplands Bacon Factory which produces the greater part of the output of cured bacon and hams, is now owned by the European pig producers of the Colony.

Local factories absorbed almost the entire wool crop in 1945 and over 65 % of the total during 1946, with the result that quantities available for export are now considerably less than was the case before the war. Except for very small quantities of wool for home spinning by Africans, it can be said that the total wool output of the Colony is from the European farms.

The appended tables give statistics relating to the production and export of animal products from Kenya:

#### EXPORT OF KENYA PRODUCE

	1939	1945	1946		Total Production	
					1945	1946
Cattle ....	£ 2,370	£ —	£ —	{ Sales to Livestock Control }	77,337	88,785
Sheep and Goats	3,452	477	1,022		156,532	139,303
Bacon and Ham	9,080	25,852	40,058	Pigs	47,810 cwt.	36,342 cwt.
Beeswax ....	5,162	3,362	9,078		429 lbs.	717 lbs.
Butter ....	82,797	98,402	153,988		5,472,000	5,700,137
Cheese ....	2,987	1,170	3,102		582,500	605,438
Ghee ....	7,862	16,008	9,550		1,270,266	1,317,058
Meat ....	22,318	25,549	33,418		No figures	
Milk ....	—	6,955	—		No figures	
Wool ....	56,578	168	30,156		1,185,867 cwts.	1,062,868 cwts.
Hides ....	96,816	135,152	207,055		34,995 pces.	27,000 pces.
Skins ....	59,052	61,689	171,797		855,748	1,534,432

#### (3) FORESTRY

The timber production of the Kenya forests can be classified under the two main headings—Soft woods and Hard woods. The main soft woods are Podo (*Podocarpus gracilior* and *Podocarpus milaniana*), Cedar (*Juniperus procera*) and Cypress (*Cupressus spp*); the last-named is an exotic which is produced from plantations. Of the hard woods the main species are Olive (*Olea hochstetteri*), Mueri (*Pygeum africanum*), Mukeo (*Dombeya mastersii*) and Camphor (*Ocotea usambarensis*).



There is a much greater production of soft woods than of hard woods, the totals in 1946 being 3,116,405 and 632,305 cubic feet respectively. More than two-thirds of the soft woods produced were Podo, and the next most important soft wood was Cedar. Of the hard woods produced, no one species constituted an outstanding proportion.

The production of fuel in 1946 was 24,569,560 stacked cubic feet, more than half of which was for the use of the Railway.

Among numerous other forest products the following are worthy of mention:

Poles other than Mangrove	....	1,937,437 running feet.
Mangrove poles	....	423,853
Bamboos	....	13,075,430 running feet
Withies	....	44,884 head loads.
Plants	....	1,598,146
Mangrove Bark	....	901 tons.
Cedar Bark Shingles	....	75,627
Gum Copal	....	146 tons.

The following were the more important forest products exported during the year:

Cedar (for pencil slates)	....	90,404 cubic feet.
Soft woods	....	143,820 „
Hard woods	....	16,857 „
Ply wood	....	166,256 square feet.
Mangrove poles	....	183,596
Mangorve bark....	....	328 tons.
Wattle bark	....	7,852 „

The total value of forest products exported was £191,597.

The Forest Department is under the immediate charge of the Conservator of Forests. The forest estate is organised by divisions, each of which is in charge of a Divisional Forest Officer responsible for the silviculture, management and exploitation of the forests in his division.

Timber is sold in the log on a royalty basis per hoppus cubic foot to saw-millers, who then produce the timber. Saw-millers are given a licence which usually allows them the exclusive cutting rights in a certain area. The Forest Department, however, reserves the right to decide what trees may be felled in any area and to control the output.

The majority of millers are members of the East African Timber Co-operative Society, which is mainly a marketing organisation but also owns mills. At present there is a Timber Control which directs the timber to where it is most needed. Timber production is in the hands of European-owned and Indian-owned saw-mills. There are no African-owned saw-mills, but Africans are showing increasing enterprise in building up timber business by pit-sawing.

There was a considerable decrease in the sale of timber during 1946, owing to the closing of war emergency saw-mills and the slackening of the military demand.

## (4) FISHERIES

The fisheries of the Colony fall into three classes:—The sea fisheries of the Coast, the fresh-water fisheries of the inland lakes and trout fishing in the rivers and streams of the highlands. The development of the first two, which are important to the economy and health of the population, was stimulated during the war by the presence in the Colony of large military forces and the consequent existence of a large scale market for fish.

Since the war, Government has decided to stimulate and control the fishing industry and with this end in view the posts of Fish Warden and two Assistant Fish Wardens have been established.

The Coast fisheries, which provide a variety of fish and which are potentially of great value, have not yet been fully developed and fishing is at present carried on by individual native fishermen who have little or no capital at their disposal. During the war a market was provided for sea water fish by the establishment of a Government factory at Shimoni on the Coast. At this factory the catches of individual native fishermen were bought, placed in cold storage and used for the re-victualling of ships and local consumption in Mombasa. A total of 272,350 lbs. of fish valued at £10,200 was handled during 1946. At the end of the year the factory was taken over by a limited liability company.

Although the future development of Coastal fisheries will undoubtedly make a considerable contribution to the diet of the people of Kenya, it is at present from Lake Victoria that the main supplies of the commercial fish of the Colony—the *Tilapia Esculenta* (Commonly referred to by its native name of Ngege)—are drawn.

The fisheries on Lake Victoria are in charge of a Fishery Officer who maintains a patrol to enforce regulations with regard to nets, close seasons, etc. The Fishery Officer also collects revenue derived from the licensing of boats, fishermen and nets. Fishing on Lake Victoria is carried out by individuals and during 1946 nearly 4,000 fishing licences were issued. Licences were issued in respect of 98 boats owned by Indians and 285 owned by Africans.

The value of “*Tilapia*” caught in the Kenya waters of Lake Victoria during the year was approximately £26,500 about 90% being exported from the Nyanza Province. In addition large numbers of other fish were caught by African fishermen and consumed locally, a small proportion finding its way on to the Kisumu market.

The year 1946 was a poor one on Lake Victoria, as “*Tilapia*” did not become plentiful until mid-November, instead of by the end of August as is usual. The average catch per net dropped to 1.64, which is the lowest figure on record and is an indication that these grounds are being seriously overfished.

The Fisheries Adviser to the Colonial Office, Mr. C. F. Hickling, paid a visit to the Colony during the latter part of the year to give advice regarding future development of fisheries.



## (5) MINING

The principal mineral products of the Colony are gold and soda ash. Other minerals, which are produced in relatively small quantities, include asbestos, kaolin, diatomite, feldspar, gypsum, magnesite, kyanite, limestone and talc. Soda ash, kyanite and gold are produced for export, whilst the other minerals are mainly for local use.

The production of Soda Ash is organised by a Company at Lake Magadi. Gold-mining is carried on by companies and individuals in North Kavirondo; other minerals are produced mainly by individuals.

The amount of gold produced has fallen from 77,000 ounces in 1939 to 38,517 ounces in 1945 and 29,892 ounces in 1946, and its value from £608,000 in 1939 to £333,259 in 1945 and £257,942 in 1944. This has been caused mainly by a reduction during the war of manpower available for prospecting and mining, and by shortages of machinery and other materials. The drop between 1945 and 1946 was due mainly to the fact that one of the larger mines temporarily suspended production during reorganisation, and another company reduced its average monthly production by one-third.

The production of minerals other than gold had reached a total value of over £600,000 by 1946, of which just over £500,000 represent soda ash production. The quantities of these minerals produced in 1946 were as follows:

Asbestos	....	....	....	162 tons.
Clay, including Kaolin	....	....	....	1,372 tons.
Coral	....	....	....	1,709 tons.
Diatomite	....	....	....	508 tons.
Feldspar	....	....	....	43 tons.
Gypsum	....	....	....	500 tons.
Kyanite	....	....	....	1,263 tons.
Lime	....	....	....	12,800 tons.
Magnesite	....	....	....	60 tons.
Plaster of Paris	....	....	....	26 tons.
Pyrites	....	....	....	407 tons.
Quartz	....	....	....	135 tons.
Salt	....	....	....	15,388 tons.
Soda Ash	....	....	....	84,633 tons.
Talc and Kisii Stone	....	....	....	495 tons.

## (6) INDUSTRIAL PRODUCTION

The determining factor governing industrial production in Kenya is that it is a country in which the basic raw materials for heavy industry have not yet been discovered. It also lacks a "prime mover" in the form of proved oil or coal reserves, although the possibilities of hydro-electrical development must not be overlooked. There is, however, a promising field for the development of secondary industries such as food processing, light engineering, the manufacture of builders' requisites, the manufacture of bricks and tiles and textiles.

The principal secondary industries already established are coffee curing, pyrethrum extraction, the preparation of sisal, the processing of tea, flour and maize milling, brewing, bacon and ham curing, meat canning, biscuit, confectionery and jam making, sugar refining, the production of cooking oil, soap making, and the manufacture of furniture and household fittings. Tyres are retreaded and vulcanised in the Colony, and leather is tanned, boots and shoes are manufactured, sisal board, bricks, ceramics and bakelite ware are also made, and textiles produced on a small scale. Good quality butter and cheese is produced in modern creameries.

Industries derived from local agricultural products are organised by producer boards which contain representatives of both Government and the producers. The following are the main boards:—The Pyrethrum Board, the Coffee Board, the Coffee Marketing Board, the Sisal Board, and the Pig Board.

Industry is run entirely by private enterprise except for such manufactures (mainly chemicals) as are produced by the East African Industrial Management Board. Private enterprise is at present in the hands of Europeans and Indians.

Coffee, sisal and pyrethrum are produced mainly for export, whilst the other foodstuffs and goods are produced principally for local consumption, with the exception of tea, cooking fat, and bacon which are both consumed locally and exported.

During the year projects to establish a cement works and also a glass factory in Mombasa have been brought nearer realisation.

The Pyrethrum Extract Plant which until recently was operated by the East African Industrial Management Board has now been taken over jointly by Messrs Mitchell Cotts and Stafford Allen: it is hoped to raise production considerably. There have been promising enquiries from Messrs. Stanco, the operating subsidiary of Standard Oil Company of New Jersey, regarding the building and operating of a Pyrethrum Extract Factory near Nakuru.

An interesting industrial development is the disposal of the East African Coffee Curing Works to the Kenya Planters' Co-operative Union Ltd.

In general there is evidence of a continued desire to increase industrial production in Kenya. The Bata Shoe Co., Ltd., of East Africa wish to extend their plant, and enquiries for suitable sites for light engineering and food processing works are received almost weekly. There is, however, evidence of a tendency to take advantage of local shortages for purely speculative manufacture. An example of this is the large number of applications for licences to manufacture soap to meet the local shortage due to the world shortage of fats, and the consequential reduction in imports. This is not a healthy industrial development but speculation directed towards producing an expensive and inferior article in order to exploit the local need.

The East African Industrial Management Board has continued its operations during the year and has not only increased its production in many lines, but found a ready market for its products.



The East African Industrial Research Board has undertaken valuable experimental work which has helped to solve a considerable number of production problems.

While town planning schemes which provide for special industrial areas, in some cases with rail access, are receiving the active attention of Government, the siting of new industries has also been affected by labour policy with regard to urban development. There is a constant tendency for labour to drift into towns and the current shortage of basic foodstuffs has necessitated the formation of an Allocation of Labour Committee for Nairobi. This Committee has refused to grant permits to employ labour unless the need is of the utmost urgency. Permits to employ labour have also been refused unless housing is available. This has resulted in certain types of industry, for example confectionery, finding it difficult to engage in new enterprises, and there is at the present time a tendency to decentralise industries to areas where the food and housing position is more favourable.

#### (7) CO-OPERATIVE SOCIETIES

So far as Africans are concerned, the Co-operative Movement in Kenya is in its very early stages. The question of the constitution and development of co-operative marketing organisation among Africans was not examined comprehensively until 1944 when Mr. W. K. Campbell, C.M.G. was invited to visit the Colony and undertake a special investigation.

As a result of his report, a Co-operative Societies Ordinance to replace the 1931 Ordinance was passed towards the end of 1945 and a Registrar of Co-operative Societies was appointed. The existing Societies—12 European, 8 Asiatic and 4 African—were transferred to the charge of the Registrar, who in February, 1946, after a brief study tour in Cyprus, began the formation of the department.

In May, four Africans were appointed as Inspectors and underwent a course of training, after which they were posted to the African Land Units. Lectures by the staff of the Registrar were given to a number of Local Native Councils and African schools, to Welfare Workers and African Administrative Assistants in training at the Jeanes School. Literature in connection with co-operation was distributed in many parts of the Colony.

By the end of the year, four new Societies with African membership had been registered,—a Coffee Growers' Society, a Vegetable Society, a Co-operative Store and a Traders Wholesale Buying Society—whilst the formation of some 25 other Societies was under discussion.

Progress has been slow. The major difficulties encountered have been due to the fact that many influential Africans, both literate and illiterate are interested in individual or company trading as middle-men and therefore opposed to co-operative principles.

It is encouraging, however, to be able to report that towards the end of the year more interest was being shown by Africans in Co-operation.



## Chapter VII: Social Services

### (1) EDUCATION

#### (a) *European*

Compulsory education for European children between the ages of 7 and 15 was introduced on the 1st January, 1942. The growth of the European population during the War, the difficulties of sending children overseas for education and the requisitioning of school buildings for military purposes threw a great strain on the educational resources of the Colony, a strain which had not been eased to any great extent by 1946. Nevertheless, the Education Department has been able to maintain its services during this period by the erection of temporary buildings, the obtaining of new premises and the employment of temporary teachers, many of whom have been married women with previous experience.

Educational facilities for Europeans are provided both in Government and in private schools. There are eight Government Primary Schools, of which five are boarding schools, and two Government Secondary Schools. In 1946 there were approximately 700 boarders and 600 day pupils in the Primary Schools, and 850 pupils including 136 from Uganda and Tanganyika in the Government Secondary Schools. Approximately 1,200 children were educated in private schools, which include four Secondary Schools for girls and one for boys.

There is no provision in East Africa for European education beyond the Secondary stage. Those Europeans who wish to continue their education must attend Universities in Great Britain or South Africa. Difficulties have been experienced in finding places in educational institutions overseas for such students. Financial assistance is granted by means of Government bursaries, scholarships in the Secondary schools and various funds such as the General Dan Pienaar Memorial Bursary Fund.

There is no Teacher Training College for Europeans in East Africa.

#### (b) *Asian (including Indian, Goan and Arab)*

It has not been possible to introduce compulsory education for Indians except in the townships of Nairobi, Mombasa and Kisumu where compulsory education for Indian boys between the ages of 7 to 15 was introduced in 1942. The great increase every year in the number of Indian school children, particularly girls, presents serious problems of finance, staff and accommodation. However, the Indian community shows a great interest in the educational welfare of its children and the percentage of Indian children throughout the Colony receiving education is estimated at over 80%.

The Education Department is responsible for the administration of all branches of Indian education with the assistance of a Central Advisory Council, and various School Committees. There are 14 Indian Government Day Schools but no Government Indian boarding schools or hostels. In addition to the Government Indian schools there are 42 aided and 20 unaided Indian schools. The numbers being educated in 1946 were 8,404 in Government Schools, 9,367 in Aided Schools and 606 in Unaided Schools, a total of 18,377.



The two Senior Government Schools for boys and girls in Nairobi and Mombasa enter candidates for the Cambridge School Certificate Examination. Indians like Europeans have no local facilities for higher education. Bursary and Scholarship schemes for overseas education have, however, been extended considerably but there has been great difficulty in obtaining places at Universities in India and the United Kingdom.

During 1946 the Development Committee submitted recommendations which involved a capital expenditure of over £600,000 on new Indian schools and Teacher Training Colleges.

A Teacher Training Centre for Asian female teachers was established in Nairobi at the beginning of 1946. Girls holding the School Certificate or the equivalent qualification are accepted for a two-year course of training as primary teachers. Plans have been prepared for a similar Training Centre for Asian male teachers.

There is very little illiteracy among the male Indian population. Although the position is not known accurately with regard to the female section of the community, it is considered that a large number of women, particularly those who have arrived in the Colony after marriage, must be reckoned as illiterate.

There is no Government school for Goan children but satisfactory educational facilities are provided under the aided school system. These schools receive financial assistance from central funds and three of them prepare pupils for the Cambridge Schools Certificate Examination. A number of Goan girls entered the Teacher Training Centre in 1946. The numbers attending Aided and Unaided Goan schools in 1946 were 1,669.

At the outbreak of War in 1939 the Arab Coast Secondary School at Shimulatewa was closed down and the buildings requisitioned as a hospital. The pupils were transferred to the Arab Day Primary School at Mombasa to which Secondary classes were added and which now functions as the Arab Boys' School, Mombasa, with full Secondary status. There is an Arab Girls' School at Mombasa and various elementary schools elsewhere on the Coast. The Sir Ali bin Salim School at Malindi has Primary status, while a new Government Arab School has recently been opened at Lamu. In the Government Arab Schools at Mombasa, Malindi and Lamu there are some 500 pupils, of whom 134 in 1946 had reached the full secondary stage. There are 150 girls in the Arab Girls' School, Mombasa.

Arabs may continue their education after the Secondary stage at Makerere College, Uganda, but the number of Arab entrants is normally very small.

### (c) *African*

The expansion of education among Africans which has been going on for some years was restricted during the War by the shortage of teachers and the lack of facilities for their training. Not even in the towns has it been possible to establish any form of compulsory education. There are no accurate statistics available, but it is estimated that roughly



25% of African children of school age are receiving some form of education.

Provision for African education within the Colony comprises three stages—elementary, primary and secondary. Prior to 1940 elementary education was undertaken almost entirely by the missions, who received grants from Government. Since that year elementary education in the reserves has been financed by Local Native Councils which have paid grants to the missions and have also opened their own schools. Most districts have their own government primary schools or at least share a government primary school with an adjacent district, but in the Coast Province there is only one Government Primary School. These schools are financed from central funds and have a European principal. There are also in most districts mission primary schools aided by Government.

In 1945, the last year for which figures are available, there were 642 Government or aided and 1,578 unaided elementary and primary schools with a total of 206,908 pupils.

Until the beginning of 1946 missions were entirely responsible for the secondary education of Africans. The Alliance High School (Church Missionary Society) and the Holy Ghost School (Roman Catholic) have classes going up to the Cambridge School Certificate standard, whilst the classes of the Maseno (Church Missionary Society) and Yala (Roman Catholic) schools go up to Junior Secondary standard. These schools are aided by Government.

The Government Primary School at Kakamega, Nyanza Province, and the Government Kikuyu School, Central Province, have now started Secondary sections. In 1945 there were four aided and one unaided Secondary Schools with a total of 326 pupils, of which two only were girls.

Other post-primary education consists of training of African artisans at a Technical School formerly conducted by the Education Department but now training ex-service Africans under the supervision of the Director of Training.

For those students capable and desirous of post-School Certificate training, Makerere College at Uganda provides facilities. The Kenya Government pays £80 for each student from the Colony who gains admission. The courses at Makerere include Teacher Training, agricultural, medical and veterinary training and training for employment in the Public Works Department. The numbers gaining admission have been increasing steadily each year. Women students from Kenya have qualified for admission although the numbers are very small.

During 1946 three Africans proceeded to the United Kingdom for further education. Two candidates were awarded Kenya bursaries and one a scholarship under the Colonial Development and Welfare Scheme.

Elementary and Lower Primary teachers are trained both at mission and Government centres. Primary teachers who, until 1943 were trained by missions, are now trained entirely at Government centres. A higher grade of teacher is trained at Makerere College where the course is a three-year one. The first of three proposed Government African Girls' Training Centres was started in 1945 in premises loaned by one of the missions and has made steady progress.



Detailed plans for the future development of African education have been given careful consideration and it is expected that there will be considerable expansion as soon as staff and buildings become available.

(d) *African Adult Education and Literacy.*

During the year preparations were being made by the Social Welfare Organisation to undertake African Adult Education.

The preparations entailed the training of 21 African Social Welfare Workers in Literacy methods for the various vernaculars and the producing of charts based on Laubach's method with modifications. They were also trained in the teaching of Basic English and in the methods to be adopted for African Adult Education classes to be started in 1947 at the Information Rooms which are being built in various districts in the Native Reserves.

(2) HEALTH

The following figures, show the number of in-patients treated and deaths at Government hospitals, and the number of out-patients treated, arranged under the principal groups of diseases:—

<i>Disease</i>	<i>In-Patients</i>	<i>In-Patients Deaths</i>	<i>Out-Patients</i>
Epidemic, endemic and infectious diseases ....	55,321	2,100	149,854
Affections of Nervous System and organs, of the Senses ....	4,800	205	53,738
Affections of the Circulatory System ....	1,032	115	3,502
Affections of the Respiratory System ....	19,224	1,074	142,699
Diseases of the Digestive System	14,097	454	169,035
Affections of the Skin and Cellular Tissues ....	12,009	82	123,321
General diseases not mentioned above ....	3,212	200	19,070
Affections produced by external causes ....	14,332	327	80,129
Others ....	25,214	543	64,227
Grand Total ....	149,241	5,100	805,575

The group "Epidemic, endemic and infectious diseases" provided as usual the highest number of cases of deaths within any one group. Malaria was the most serious of the diseases in this group, with a total of 101,493 cases, and 467 deaths. There were also 2,639 hospital cases of tuberculosis, with 604 deaths. In respect of the group "Diseases of the Respiratory System," the pneumonias were the highest single cause of death, in-patients numbering 11,312, with 980 deaths.

In general there was no great variation from previous years in the relative number of cases of the different groups of diseases, nor in the mortality figures resulting therefrom.

The following tables gives the incidence of the five "Convention" diseases, of Yaws and Syphilis, and of other diseases of local significance:

				<i>Cases</i>	<i>Deaths</i>
Cholera	....	....	....	—	—
Plague	....	....	....	35	13
Small-pox	....	....	....	824	193
Typhus Fever (Epidemic)	....	....	....	—	—
Yellow Fever	....	....	....	—	—
Yaws	....	....	approx.	11,145	10
Syphillis	....	....	....	16,899	83
Other diseases of local significance:					
Malaria (Tertian)	....	....	....	4,205	69
„ Quartan	....	....	....	928	8
„ Aestivo-Autumnal	....	....	....	28,299	205
„ Clinical	....	....	....	66,420	104
„ Cachexia	....	....	....	1,508	7
„ Cerebral	....	....	....	133	74
Blackwater Fever	....	....	....	35	10
Tuberculosis....	....	....	....	2,639	604

Apart from the continuance in a minor degree of small-pox, there was no sign during the year of an epidemic outbreak of infectious disease. Increases over the 1945 incidence occurred in Acute Poliomyelitis, Anthrax, Blackwater Fever, Diphtheria, Leprosy, Malta Fever, Small-pox and Tuberculosis, but in no case was the increase comparatively of significance, except perhaps in the case of Tuberculosis, the increasing incidence of which in the native areas and larger towns is giving rise to some anxiety. It is probable that the figures of cases treated do not indicate the widespread prevalence of this disease among the native population.

Provision for the treatment of these diseases exists in the Government hospitals established in municipalities, townships and in the districts, in the Government and Local Native Council dispensaries established in the native areas, and in various private hospitals and nursing homes.

Government European hospitals are established at Nairobi, Mombasa and Kisumu, and native civil hospitals at Nairobi, Mombasa, Kisumu, Nakuru, Eldoret, Kitale, and in most districts in the native areas, where there is a total of 34 hospitals and 134 out-dispensaries. Special beds for Asians exist in most municipal and township native civil hospitals. Government hospitals provide in all 111 beds for Europeans, 163 for Asians and 4,085 for Africans.

There are in addition 9 private European hospitals or nursing homes providing 155 beds, 2 Asian private nursing homes providing 31 beds, and 25 Mission or other African hospitals providing 918 beds.

Prevention of disease is undertaken by the public health services and by preventive campaigns in the case of specific diseases in particular areas.



In the larger municipalities responsibility for public health services lies mainly with the local authority, which in each case receives grants from Government. The extent of responsibility varies; in the case of Nairobi and Mombasa this is complete as regards not only environmental hygiene but also ancillary services for maternal and child welfare. In townships which are as yet less developed Government still maintains such services.

Health work in native areas is undertaken by Government staff, supported by Local Native Councils. The Local Native Councils, apart from the general interest shown in development, provide and maintain maternity services at district hospitals, and in addition supply large numbers of ancillary health staff, such as Sanitary Assistants, artisans, etc.

Work of considerable economic as well as general epidemiological value is carried out by the Insect-borne Diseases Division, which is based on the Medical Research Laboratory, with satellite laboratories at Mombasa and Kisumu. The main branches of this work are routine investigation and control of outbreaks of insect-borne diseases, and research. In respect of research, both pure research and applied research are undertaken, though the bias is towards applied research of economic value.

Much time was devoted during the year to the consideration of development plans which it is hoped to implement in 1947. The most important of these were the Group Hospital, Nairobi, the training scheme for Africans, and the development of health centres. There was some expansion of existing hospitals and new cottage hospitals were completed at Molo and Londiani.

The two most significant events of the year were the experiments in applied research carried out by the Insect-borne Diseases Division. These were firstly a large scale experiment in the control of malaria by the impregnation of huts with D.D.T., and secondly the eradication of the vector of onchocerciasis by the same agent.

The first experiment was carried out with funds provided by the Colonial Development and Welfare Vote. The area chosen was one in the Kenya Highlands contiguous to large tea estates which employ considerable numbers of African labour and which had been seriously affected by seasonal outbreaks of malaria carried by *Anopheles gambiae*. Against considerable field difficulties the objective of impregnating 2,000 huts over an area of 20 square miles was attained. The experiments are not yet complete, but preliminary observations show that a high degree of protection was conferred on the impregnated areas when a seasonal outbreak of malaria occurred.

Secondly a successful experiment in eradicating the vector, *Simulium neavei*, of onchocerciasis, which is responsible for much invalidism and blindness, was carried out. Infected rivers in South Kavirondo were chosen and treated with an emulsion of D.D.T. Applications at intervals of 10 to 14 days were made for 3 months; the flies disappeared after 2 months and have not reappeared. Systematic field tests were also made on similar lines with Gammexane, which is apparently lethal to



larvae of this fly. Following the success of this experiment, it was possible to reopen a large area which had previously been closed to development and mining owing to the prevalence of this disease.

Control measures for tsetse fly have now been taken over by a committee under the Member for Agriculture. The Medical Department remains responsible for surveying and for the treatment of cases of trypanosomiasis. Investigational work on sylvatic yellow fever was continued during the year on the Coast and near Nairobi. Yellow Fever services were maintained at a high level and *Aedes* indices are low.

A start was made, after experimental investigation into dosage and technique, with mass treatment of Gonorrhoea by penicillin using a "single-shot" dose. Results are excellent and it is proposed to extend this form of treatment considerably.

The degree of public health progress in municipalities was good. With regard to environmental hygiene, cleansing and conservancy, drainage and sewerage, a good standard was maintained, whilst improvements were brought about in regard to food manufacture and inspection.

Considerable progress was made in public health measures during the year in the native areas, where there is a marked desire for improvement which has strained the resources of the Government staff posted in these areas. A rapid increase in the demand by Africans for assistance and guidance towards improved housing, business premises, water supplies, etc., is a sign of rising material prosperity and education in native areas. It augurs well for the success of the health centres which it is proposed to establish under the development programme.

### (3) HOUSING

A substantial part of the African population in towns is housed in lodging houses owned by African landlords. Such houses are built to a reasonably satisfactory layout and are provided with municipal water and sanitary services. They must conform to certain standards of building and ventilation but they are mainly constructed of mud and wattle with iron roofs and their day must be regarded as past.

Other urban Africans are housed in Municipal African Housing schemes, some of which were started as early as 1927. The buildings are of stone and tiles and are planned as neighbourhood units of two or three thousand persons, each unit with its own ancillary buildings such as clinics, shops and recreation centres. Stress is laid on the necessity for housing families rather than individuals with a view to the stabilisation of urban population. The rents charged for such houses are necessarily sub-economic and any loss is shared between the local authority and the Government.

The K.U.R. & H. have always been in the lead in the housing of their employees and have constructed well-built estates. Government also in a number of stations has built estates of family dwellings which bear favourable comparison with any Municipal or privately owned houses. In all but a few cases, Government servants pay no rent for such quarters. These estates, where their size justifies it, are provided with ancillary services.





THE NATIVE TRIBUNAL—NAIROBI





NEW TYPE HOUSING



SOIL CONSERVATION MEASURES IN AN AFRICAN AREA



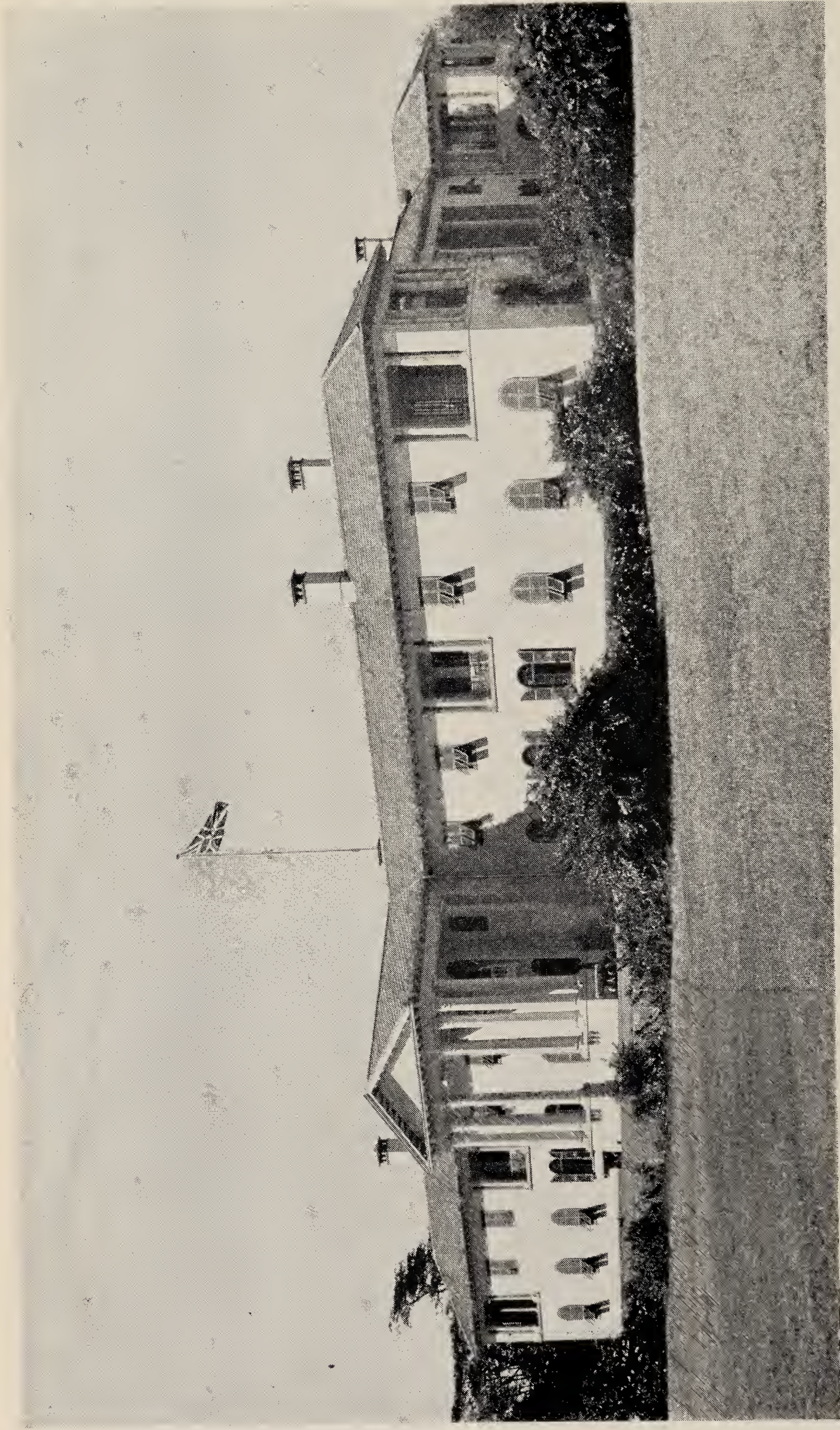


EUROPEAN FARM LANDS



A SECTION OF THE NAIROBI—NAKURU ROAD





GOVERNMENT HOUSE—NAIROBI



Labourers on farms are housed in quarters often of a temporary and primitive nature, similar to their own huts in the Native Reserves; but many employers are now erecting more modern buildings, and leaflets on Minimum Standards of Housing have been distributed by the Labour Department in order to assist employers. The problem is not merely one of building better quarters, but also of overcoming a certain conservatism on the part of the illiterate and unskilled African labourers.

Housing in Native Reserves is constructed solely by Africans for themselves. A rising standard of housing in many such areas is noticeable, particularly in the Kiambu and Fort Hall districts. In many cases permanent houses of local stone have been built, and the traditional thatched bee-hive hut of mud and wattle is being widely replaced by improved structures of local material, with increased cubic space and better ventilation.

Improvement of housing in urban areas has mainly taken the form of the erection of public estates not designed to yield a profit and capable of stimulating private interests to better building and competitive rents, of stipulating that all buildings in townships and municipalities should conform to building rules, by-laws and town planning regulations, and of ensuring through regular inspections by Public Health staff that such regulations are complied with.

In 1946 certain African housing estates commenced in previous years were completed and others were still being built. Financial assistance for such schemes derives mainly from the Housing Fund established under the Housing Ordinance 1943. This fund draws on the Colonial Development and Welfare Vote for the making of free grants of up to one half of the cost of any approved scheme. The balance of the cost is advanced by loan repayable in 20 years and carrying interest at 3%. The Fund stands at £600,000 but will have to be increased substantially to meet present and future needs. The Rt. Hon. A. Creech-Jones, during his visit to this Colony as Under Secretary of State, honoured the Colony by opening the recreation hall in one such scheme in Nairobi. On Mombasa Island, where the shortage of land in public ownership has aggravated a serious housing deficiency, an area of some 120 acres was made available by Government to the Municipal Board, and plans for its utilisation as an estate housing 8,000 Africans in multi-storeyed buildings have been prepared. Otherwise in Mombasa efforts were concentrated on the conversion of ex-military and naval buildings in order to give immediate relief. In Nairobi the first public Asian housing scheme consisting of workmen's dwellings and family flats was largely completed in 1946 at a cost of some £100,000. Rents in this scheme will not be sub-economic but are not intended to realise a profit.

A building society exists in the Colony, but its activities have not yet touched the poorer classes. The formation of a Housing Society for assisting poorer Asiatics is however under consideration in Mombasa, and the provisions of the Housing Ordinance permit the Government to advance funds to such societies for housing improvement operations. Nevertheless, the shortage of housing for all classes and races continued with not more than moderate abatement. The causes have been and



remain, insufficient building materials, particularly imported commodities such as nails and cement, increased urban populations to meet the needs of a war economy and the diversion of building resources to pressing needs for new hospitals, schools and public and industrial buildings. The shortage has been most acute in Nairobi and Mombasa where at times the civilian population has been 30% higher than in 1939. There is also a shortage of skilled labour.

In spite of rent control legislation, rents of African-owned houses have been considerably increased with the connivance of tenants and commonly exceed the rents charged for greatly superior municipally-owned houses. In time, such collections of generally overcrowded and materially defective dwellings must be replaced by better housing. The preparation of slum-clearance legislation is now under consideration together with schemes for assisting Africans to build their own houses in towns. All rents in towns are subject to the Rent Restriction Ordinance 1942, but there has been much evasion, and the Asian community in particular has suffered from over-crowded conditions in privately-owned houses and from illegal rents.

There is in existence a Central Housing Board established under the Housing Ordinance 1943, which considers and approves schemes and stimulates housing improvement generally.

Although good progress was made in housing in 1946, lack of materials and staff prevented as great an increase in housing as had been contemplated.

#### (4) SOCIAL WELFARE

Until 1945 social welfare work was undertaken by voluntary organisations, and there was no specific Government organisation to deal with this subject. In 1945, however, two officers—one a senior Medical Officer and the other a temporary Administrative Officer—were selected to attend a special social studies course at Witwatersrand University, South Africa, and they on their return were given the task of organising social welfare. They were appointed respectively as Social Welfare Adviser and Social Welfare Officer in charge of social welfare training.

During 1946 the social welfare organisation was gradually being built up, although the work had hardly taken shape. Two female Social Welfare Workers were appointed. Twenty-two African Social Welfare Workers completed an approved course and were ready to be posted to districts by the end of the year. A course was also held for wives of these African Social Welfare Workers. A small number of European officers attended a course to give them the experience necessary to enable them to supervise African Social Welfare Workers. Government approved a proposal that six Civil Reabsorption Officers should help in the supervision of African Social Welfare Workers.

##### (a) *The Promotion of Community Life*

Social Welfare activities which had been introduced in municipalities over a period of years were increased during the year, but similar activities had not yet been started in rural areas. Plans were approved to build



information room-cum-social halls in certain selected centres in Native Reserves. These were mainly places where Native Tribunals, dispensaries, schools, etc., were already functioning.

The African Social Welfare Workers trained in 1946 are to be sent to those areas with the task of organising educational and recreational activities and of giving simple instruction on better farming and better living methods. The Information Office is to provide printed material, films and wireless sets for the information rooms. In most districts at least one wireless set for the purpose of broadcasts in the vernaculars had already been supplied during the war years by the Information Office.

Liaison was established with the African Section of the British Legion, which commenced the construction of British Legion Welfare Centres at District Headquarters in several of the Native Reserves.

#### (b) *Relief of the Destitute and Disabled*

Prior to 1944 remedial work was almost entirely in the hands of voluntary organisations such as the Salvation Army, the British Legion, the League of Mercy and the Social Service League, and of various religious bodies having benevolent funds. There was also a fund for the maintenance of destitute persons, under the control of the Accountant-General. In 1946 the social welfare organisation commenced the investigation of cases where assistance was required. The organisation also provided advice and assistance in domestic and personal problems; each case was first referred to the appropriate charitable organisation before Government action was taken.

In 1946, 31 applications were received for material assistance, of which 28 were granted—6 from the destitute persons fund, 5 partly from the destitute persons fund and partly from the funds of voluntary organisations and 17 wholly from the funds of voluntary organisations. Three applications were unsuccessful. Applications for other assistance totalled 46. Of the total number of applications, 11 were from Africans, 8 from Asians, and the remainder from Europeans.

In February, 1946, the Salvation Army opened its school for the blind at Thika. This does not yet provide for European children. A small private school for physically and mentally defective European children was established near Nairobi in November, 1946.

#### (c) *Juvenile Delinquency and Probation Services*

The migration of children from the native reserves to the large municipalities and townships, and consequent vagrancy, are among the root causes of juvenile crime in the Colony. It has been found that few children of urban parents come before the Courts. Provision for remedial treatment in the form of Approved Schools has been in existence since the Juveniles Ordinance was passed in 1934. The classification of offenders has been mainly by age:—Class I schools taking non-criminal juveniles up to the age of 18, Class II and Class III schools delinquents up to the



ages of 16 and 21 respectively. An account of the schools established in the Colony is given in Chapter 9 under the heading of Prisons.

The Probation of Offenders Ordinance, 1943, was applied for the first time in April, 1946, to the area under the jurisdiction of the Nairobi Municipality only. Two European Probation Officers were appointed, and during the period April to December, 121 cases were enquired into for the courts, resulting in 39 Probation Orders being made, of which only five (or 17%) have not been successful. The problem of following up the cases of juvenile vagrants repatriated to the reserve is a difficult one, but the appointment of African Welfare Workers referred to earlier in this chapter should be of help in this respect.

The question of improved methods of dealing with juvenile delinquency was under the active consideration of Government during the year, and a new draft Juvenile Ordinance was prepared, through the co-operation of the Social Welfare Adviser and the Commissioner of Prisons, which, *inter alia*, makes provision for the future classification of juveniles detailed in Approved Schools by character rather than by age.

## Chapter VIII: Legislation

Fifty-nine Ordinances were passed during the year 1946. A summary of the more important enactments is given below.

*No. V. The Land and Agricultural Bank (Amendment) Ordinance, 1946*, reduces the rate of interest payable on advances made out of the funds of the Land Bank to  $4\frac{1}{2}\%$ , such reduction to take effect from the 1st January, 1946.

*No. VI. The Coffee (Marketing) Ordinance, 1946*, provides for a central organisation, to be known as the Coffee Marketing Board, for the marketing of coffee, sets out the duties of this Board, prohibits the export or sale of coffee, except by the Board, and gives the Board the sole right to purchase coffee from coffee planters, to purchase and sell coffee which has been grown in the Colony, the Tanganyika Territory, the Protectorate of Uganda or the Belgian Congo, etc.

*No. VII. The Fatal Accidents Ordinance, 1946*, makes it possible for an action at law to be brought, for the benefit of the wife, husband, parent and child of a person who has been killed, against a person who, by his wrongful act, neglect or default, has caused such death.

*No. XII. The Liquor (Amendment) Ordinance, 1946*, continues, as permanent legislation, amendments to the Liquor Ordinance, 1934, (No. 62 of 1934), which had been made, during the emergency, by way of Defence Regulations, extending to canteens, clubs, institutes, messes or other similar institutions established for the use of members of the British Merchant Service, the same privileges as are extended to such institutions for members of H.M.'s Armed Forces, and by permitting



the sale or supply of beer to any member of the Military Forces of the Crown, for consumption on the premises, in any lawfully established military canteen.

*No. XV. The Mining (Amendment) Ordinance, 1946*, reintroduces peace-time procedure whereby a prospecting licence is valid for ten years from the date of pegging; but, in order to avoid inflicting hardship on present licence holders, who, during the war, have been, in the main, unable to implement their licences, the Ordinance enables such licences to be extended up to a maximum period of fifteen years.

*No. XXIII. The Trading with the Enemy (Amendment) Ordinance, 1946*, incorporates in the Trading with the Enemy Ordinance, 1939, a number of amendments which, during the emergency, were made by means of Defence Regulations. The amendments follow those which have, from time to time, been made to the United Kingdom Trading with the Enemy Act.

*No. XXIV. The Local Government (Municipalities) (Amendment) Ordinance, 1946*, creates a Bench of Aldermen as an addition to the constitution of the Nairobi Municipal Council and provides for the qualifications, mode of election, numerical strength, term of office and powers of such aldermen. The Ordinance also provides for the appointment of two native councillors to be selected from among persons resident within the Municipality of Nairobi.

*No. XXVI. The Employment of Servants (Amendment) Ordinance, 1946*, enables:—

- (a) a ninety day contract, either oral or written, to be entered into by employers and servants;
- (b) provides that where a servant has been granted leave, the period of such leave shall be excluded from the period of the contract, and
- (c) empowers the Governor in Council to make Rules providing for the holding of tests in respect of any trade or occupation and for the granting of a certificate of efficiency to any person who voluntarily enters for, and passes, any such test.

*No. XXXIII. The War Refugees (Control and Expulsion) Ordinance, 1946*, makes provision for the proper control of War Refugees and for their expulsion from the Colony in the event of their refusal or neglect to leave the Colony after due notice. The refugees were admitted to the Colony without being required to observe any of the formalities prescribed for immigrants by the legislation governing immigration. During the war such concessions were dictated by humanitarian considerations and by Military necessity and were granted, to a limited extent, in order to assist neighbouring territories. It has, however, always been an expressly implied condition of the arrangement that such persons should not be permitted to remain in the Colony indefinitely, and that they should leave when opportunities occur for their removal to other suitable places. The Ordinance is designed to deal with such persons as will not voluntarily co-operate in the arrangements for their departure from the Colony.



- No. XXXIV. The Customs Duties on Foodstuffs (Provisional Exemption) Ordinance, 1946*, enables the Governor in Council, if it appears to him to be necessary in the interests of the community, by notice published in the Gazette, to provide that Customs duties shall not be charged, levied or collected on such foodstuffs as are specified in such notice. The object of the measure is to encourage the importation of any foodstuff from outside source when a shortage exists in the Colony. The main articles concerned are rice, millets, cassava and cassava flour, ghee, cocoanut oil and dates.
- No. XXXVI. The Passion Fruit (Amendment) Ordinance, 1946*, establishes control of the sale of passion fruit locally as well as for export, and creates machinery for the licensing of growers of passion fruit. Under the principal Ordinance (No. 11 of 1937) the sole right of purchasing passion fruit for the purpose of exporting it from the Colony is vested in the agency appointed by the Passion Fruit Board under the provisions of section 3.
- No. XLIII. The Hindu (Marriage, Divorce and Succession) Ordinance, 1946*, regularizes the position regarding the marriage, divorce and law relation to succession, of Hindus, and enables decrees for restitution of conjugal rights and orders for separation, maintenance and custody of children to be made. The measure, with the exception of sections 4, 5 and 6 closely follows the Tanganyika Asiatics (Marriage, Divorce and Succession) Ordinance (Chapter 93).
- No. XLIV. The War Taxation (Sugar Consumption Tax) (Repeal) Ordinance, 1946*, repeals the original Ordinance (No. 25 of 1943) which imposed a sugar consumption tax of one cent per pound on every pound of sugar consumed in the Colony.
- No. XLV. The Game (Amendment) Ordinance, 1946*, increases the fees payable for a special licence to shoot an elephant to £50 for the first elephant and £100 for the second elephant (instead of £25 and £50 respectively, heretofore). This measure was necessitated by the large number of licences issued during recent years, the rise in the price of ivory, the large number of elephants wounded and lost, and the fear of extinction of the large bull elephants in the Colony.
- No. XLVII. The Hospital Services (European) Ordinance, 1946*, gives effect to the recommendations contained in the Majority Report of the Hospital Committee dated the 2nd August, 1944, which was accepted by the Government and approved of by a Select Committee of the Legislative Council of the Colony. The terms of reference of this Committee were :—
- (a) to consider and report by what means the cost to individual patients of treatment in Government European hospitals can be reduced and how far such proposals can or should be made to apply to treatment at non-Government hospitals and nursing homes; and
  - (b) to consider and report by what means the cost of maternity services to Europeans could be reduced.



No. XLVIII. *The Kenya European Civil Service Contributory Pensions Ordinance*, 1946, provides for the establishment, management and control of a Contributory Pensions Fund for the Kenya European Civil Service.

No. XLIX. *The King's African Rifles (Amendment No. 3) Ordinance*, 1946, abolishes corporal punishment for soldiers and followers of the King's African Rifles.

No. LIV. *The Workmen's Compensation Ordinance*, 1946, provides for the payment of compensation to a workmen or his dependents in the event of his being injured or killed by an accident arising out of, and in the course of, his employment. For some time past, in accordance with a procedure arranged by the Labour Commissioner, both the Government and the great majority of private employers in Kenya had been paying compensation to injured workmen on the basis provided for in this Ordinance, and its enactment has, therefore, made legal provision for something which had up to then depended upon the goodwill of employers. Similar legislation, protecting the position of workmen employed in the mining industry, has been in existence in Kenya for a considerable period.

No. LV. *The Minimum Wage Ordinance*, 1946, enables the Governor in Council, by order published in the Gazette, to fix minimum rates of wages for any occupation in the Colony either generally or in any specified area if he is satisfied that the wages being paid to any persons employed in any occupation are unreasonably low. The measure also repeals the Minimum Ordinance, 1932 (No. 22 of 1932), which enabled such action to be taken but did not contain the machinery necessary for the proper enforcement of such orders. Except for verbal amendments the measure follows the Cyprus Minimum Wage Law, 1941 (Law No. 17 of 1941).

No. LVI. *The Petroleum Ordinance*, 1946, makes provision for restricting and regulating the import, transport and storage of petroleum. Heretofore the storage and transport of petroleum was controlled in Kenya by the Indian Petroleum Act, 1899, which is no longer in force in India, and by rules made under that Act, and in many cases such rules did not conform to modern practice. This Ordinance introduces a measure of control more consistent with modern practice and requirements, by conferring upon the Governor in Council power to make the necessary rules. It closely follows the Tanganyika Petroleum Ordinance, 1941, (No. 32 of 1941).

## Chapter IX: Justice, Police and Prisons

### LAW OF THE COLONY

The Law of the Colony consists of Imperial Orders-in-Council relating to the Colony, certain English and Indian Acts applied either wholly



or in part, Ordinances of the local legislature and Regulations and Rules made thereunder.

Civil and criminal jurisdiction is exercised in conformity with such enactments and in conformity with the common law, the doctrines of equity and the statutes of general application in force in England on the 12th August, 1897, so far only as the circumstances of the Colony and its inhabitants permit and subject to such qualifications as local circumstances render necessary. Procedure is regulated by Rules made by the Supreme Court with the approval of the Governor.

In all civil and criminal cases to which natives are parties, every court is guided by native law as far as it is applicable and is not repugnant to justice and morality or inconsistent with any Order-in-Council, Ordinance, Regulation or Rule made under any Order-in-Council or Ordinance; and decides all such cases according to justice without undue regard to technicalities of procedure and without undue delay.

In addition Mohammedan law is applied in Muslim subordinate courts in matters relating to personal status, marriage, inheritance and divorce where Arabs and Mohammedan Natives are concerned.

#### SYSTEM OF COURTS

On the 27th of June, 1921, the Kenya Order-in-Council 1921, was promulgated and from that date onwards the Administration of Justice has been carried out by the Courts of Justice established thereunder. These Courts consist of His Majesty's Supreme Court of Kenya established under that Order-in-Council with full jurisdiction, civil and criminal, over all persons and over all matters in the Colony, besides being a Court of Admiralty exercising admiralty jurisdiction in all matters arising on the high seas or elsewhere, or otherwise relating to ships and shipping; subordinate Courts constituted by or under the provisions of an Ordinance and Courts with extended jurisdiction in Special Districts.

The Supreme Court consists of the Chief Justice assisted by four Puisne Judges and exercises supervision over the working and proceedings of the Subordinate Courts, whose records are inspected from time to time, and whose judgments are subject to review and revision.

Except in the case of Europeans who are tried by a jury composed of Europeans, all trials before the Supreme Court are with the aid of three Assessors.

Appeals from the Supreme Court lie to His Majesty's Court of Appeal for Eastern Africa, constituted under the Eastern African Court of Appeal Order-in-Council, 1921, which holds quarterly sessions at Nairobi, Mombasa and Kampala and alternatively at Dar-es-Salaam and Zanzibar. Appeals from the East African Court of Appeal lie to the Privy Council.

Subordinate Courts at present constituted by the Courts Ordinance, 1931, No. 16 of 1931, of the First, Second and Third Class are held in every District and at every administrative station in the Colony by officers of the Administrative branch of the Government upon whom judicial powers have been conferred. Additionally at important centres such as Nairobi, Mombasa, Nakuru, Kisumu, Eldoret and Nyeri First



Class Subordinate Courts are held by Resident Magistrates legally qualified and specially appointed to the staff of the Judicial Department. The local limits of jurisdiction of subordinate courts are provided for under section 7 of the Courts Ordinance, 1931.

Subordinate Courts exercise both civil and criminal jurisdiction. The criminal jurisdiction of such Courts is conferred by virtue of section 16 of the Courts Ordinance, 1931, and sections 7, 8 and 9 of the Criminal Procedure Code.

Subordinate Courts may, in the cases in which such sentences are authorised by law, pass the following sentences:

*First Class:*

- (a) Imprisonment for a term not exceeding three years;
- (b) Fine not exceeding £150;
- (c) Corporal punishment not exceeding 24 strokes.

*Second Class:*

- (a) Imprisonment for a term not exceeding twelve months;
- (b) Fine not exceeding £75;
- (c) Corporal punishment not exceeding 12 strokes.

*Third Class:*

- (a) Imprisonment for a term not exceeding three months;
- (b) Fine not exceeding £25;
- (c) Corporal punishment on juveniles only not exceeding eight strokes,

subject in the case of First and Second Class Courts to confirmation of certain sentences by the Supreme Court and of Third Class courts by a Subordinate Court of the First Class.

The Supreme Court is also empowered by section 361 of the Criminal Procedure Code to call for and examine the record of any criminal proceedings before any Subordinate Court for the purpose of satisfying itself as to the correctness, legality or propriety of any finding, sentence or order recorded or passed, and as to the regularity of any proceedings of any such subordinate Court. In exercising this revisional jurisdiction in the case of any proceeding in a subordinate court, the record of which has been called for or which has been reported for orders, or which has otherwise come to its knowledge, the Supreme Court may exercise any of the powers conferred upon it as a Court of appeal and may enhance the sentence, provided the accused person has had an opportunity of being heard either personally or by an advocate in his own defence; the Supreme Court cannot inflict a greater punishment for the offence than might have been inflicted by the Subordinate Court which imposed the sentence. In certain cases the Governor may invest any First-Class Magistrate with power to try Natives, Abyssinians, or Somalis for any offence and to impose any sentence which could lawfully be imposed by the Supreme Court. This power has been exercised in the case of the two Districts of Northern Frontier and Turkana which are difficult of access and inconvenient for sittings of the Supreme Court; Courts so constituted sit with the aid of assessors. Cases are examined by the Supreme Court, and when a sentence of death is passed the sentence



requires confirmation by the Supreme Court and the Governor before being carried into effect. Appeals from death sentence from Courts exercising such extended jurisdiction lie to the Court of Appeal for Eastern Africa.

In addition, there are Muslim Subordinate Courts presided over by Liwalis, Kadis and Mudirs. Liwalis have Second-Class Powers over Arabs and Natives, Kadis have Second-Class Powers over Arabs and Natives in the Coast Province only, and Mudirs have Third-Class Powers over Arabs and Natives.

Subordinate Courts of the 1st, 2nd and 3rd Class exercise civil jurisdiction, by virtue of Part III of the Courts Ordinance, 1931, up to a limit of £75, £50, £25 respectively, except that in the case of the 1st and 2nd Class Courts the limit is doubled if the defendant is a Native, an Arab, a Somali, a Baluchi, a Comoro Islander or a Malagasy. In addition to these Courts, there are constituted Muslim Subordinate Courts presided over by Liwalis with full jurisdiction over Natives, Arabs, Somalis, Baluchis, Comoro Islanders and Malagasys in all matters up to a limit of £75; by Kadis with full jurisdiction over Mohammedan Natives in all matters relating to personal status, marriage, inheritance and divorce, and, within the Coast districts, over all Natives in all matters up to a limit of £50; and by Mudirs with full jurisdiction over Natives, etc., up to a limit of £25.

Native Courts, as constituted under the Native Tribunals Ordinance, 1930, are under the supervision of Administrative Officers, with right of appeal to a District Officer and thereafter to the Provincial Commissioner, from whose decision appeal lies, in certain cases, to the Supreme Court by way of case stated. Their criminal and civil powers vary and are limited by the warrant of the Provincial Commissioner under which they are established. Although they rarely have power to impose sentences of more than six months' imprisonment and fines of more than £25, they often have unlimited civil powers as regards marriage, inheritance, divorce and land cases according to native law and custom. Native Courts normally consist of a panel of elders sitting under the chairmanship of a President, and in the more advanced districts Native Appeal Courts are established at the administrative centres.

Purely as a war-time measure, an experimental scheme of Courts presided over by European local residents as Special Magistrates in Settled Areas was embarked upon; these Special Magistrates are honorary workers and they have been given full Third-Class Powers with Second-Class Powers in respect of offences against the Employment of Servants Ordinance, 1937, the Resident Labourers Ordinance, 1937, and the Native Registration Ordinance, Chapter 127.

The types of cases dealt with by the Supreme Court in its original jurisdiction are—Civil, Criminal, Bankruptcy, Probate and Administration, Divorce, Lunacy and Prize Court; and by Subordinate Courts with limited jurisdiction are—Civil, Criminal, Divorce and Maintenance, Lunacy and appellate civil under certain local Ordinances.



## POLICE

The strength of the Kenya Police at the end of 1946 was 38 European Superior Police Officers, 127 European Subordinate Officers, 55 Asian and 4,620 Africans. There has been an increase of approximately 50% in respect of Europeans and Asians and about 100% in respect of Africans over the figures of 1939, yet even at the end of 1946 the European Inspectorate was still 20% under establishment.

The Police Force is distributed mainly throughout the Settled and Urban areas under the control of European police officers, while detachments of African police are stationed in a few of the Native Reserves under the direct control of Administrative Officers. In addition, detachments of the Kenya Police are stationed in the Northern Frontier and Turkana districts.

The policing of the native areas is normally undertaken by the Tribal Police recruited and controlled by District Commissioners. In 1943, however, Government approved as an experiment that units of the Kenya Police should be introduced in the Kiambu, Nandi and Narok Districts. This policy has since been extended to the Kericho and South Kavirondo Districts.

Since 1945, a mounted branch has been established. These Police, mounted on mules, are used for special patrols and for duty on the border of Native Reserves adjacent to settled areas. They are found to be of considerable value in dealing with stock thefts.

The number of cases brought to court in 1946 was 2,307 Major Offences, 5,795 Minor Offences, 33,629 offences under Local and Special Laws. This represents an increase of over 100% in Major and Minor cases compared with the 1939 figures, although the figure for offences under local laws has remained almost constant. The figures for Major and Minor Offences have increased steadily since 1939. The figures for convictions average roughly 88% of the total cases brought to court.

The increase in crime is the result of the difficulties due to the war and the inevitable unrest of post-war years, accompanied by the shortage of supplies of consumer goods, the high cost of living, and the demobilisation of tens of thousands of Africans, with the consequent reduction of their purchasing power. The task of maintaining law and order has been rendered more difficult by the shortage of European staff.

## PRISONS

Thirty-two prisons, 6 prison camps and 42 detention camps are maintained. New prisons of more modern design to replace old and unsuitable structures and to provide much-needed additional accommodation have been built at Kitale, Kericho, Rumuruti, Kiambu, Voi, Malindi, Mandera, Garissa and Isiolo during the war years.

In addition, there is an Agricultural Training Centre for first offenders at Kitale. The farm consists of some 600 acres.

The Juveniles Ordinance, No. 22 of 1934, made provision for the establishment of Approved Schools, Class I, Class II, and Class III, for the education and training of juveniles brought before the Courts.



Class I schools for non-criminal juveniles, such as vagrants and orphans up to the age of 18, were run by the Salvation Army at Nairobi and Malakisi, whilst two Prison Department schools, more in the nature of Borstal institutions, were established at Dagoretti and Kabete for juvenile delinquents convicted of cognizable offences. The School at Dagoretti was a Class II school dealing with juveniles up to the age of 16, the School at Kabete a Class III one dealing with juveniles up to the age of 21. Training is industrial and agricultural, but sufficient educational training is given to ensure that each boy is able to read and write.

The Approved Schools at Dagoretti and Kabete were closed at the outbreak of hostilities in 1939 and were taken over for use as internment camps for enemy aliens. Subsequently the Dagoretti School was returned to the Prisons Department, and resumed its function as a Class II and III Approved School, but, although additional accommodation and class rooms were provided, the school quickly became overcrowded, and the system of individual training was thereby seriously handicapped.

The policy of separating first offenders from recidivists has continued. The District Prisons, the six Camps and Kitale Prison are reserved exclusively for the first offender class.

Prisoners are employed in prison workshops on the mass production of uniforms, furniture, etc., for Government departments and the Services. The revenue derived from prison industries increased from £14,916 in 1939 to £50,929 in 1945 (the 1946 figures are not yet available).

The number of admissions to Prison increased from 16,908 in 1939 to 21,953 in 1946. The number of admissions to Detention Camps fell from 19,588 to 13,208. The daily percentage of sick in Prison rose from 3·9% to 5·3%, and the number of deaths in 1946 was 102, as against 32 in 1939.

## Chapter X: Public Utilities

### ELECTRICITY SUPPLIES

Electricity supplies are provided in and near the Municipal areas of Nairobi and Mombasa and the townships of Nakuru and Eldoret by the East African Power and Lighting Coy., Ltd., operating on licences issued under the Electric Power Ordinance. In addition a limited general supply is given by the Kenya Co-operative Creamery, Ltd., in the township of Nanyuki.

During 1946 the East African Power and Lighting Coy., Ltd., applied for licences to commence supplies in the townships of Kisumu and Kitale. These applications are now under consideration.

In the Nairobi area electricity is generated mainly in hydro-electric stations on the Thika and Maragua Rivers. During the two dry seasons of the year the generating capacity from these stations drops considerably and diesel and steam stations have to be brought into use. At the beginning of April the flow of these rivers was the lowest ever recorded,



and it was necessary to impose restrictions in the use of electricity over a period of about seven weeks. These supply restrictions were also partly due to the difficulty of obtaining delivery of additional thermal generating plant. Supply restrictions were also imposed in Eldoret on account of the breakdown of generating plant. The position in these towns has now improved as a result of the delivery of additional plant.

The demand for electricity supplies more than doubled itself in the course of the war. The number of units sold in 1946 was 34,458,187, compared with 16,125,572 in 1938.

During the year a team of electrical and civil Engineers under the leadership of Mr. C. R. Westlake, M.I.E.E., was appointed by the Secretary of State for the Colonies to investigate potential hydro-electric power resources and potential demand for electricity and to make recommendations as to the organisation required for the future development of electricity supplies. These investigations covered the three territories of Kenya, Uganda and Tanganyika. Mr. Westlake's report has been received and is now under consideration.

A report of the water-power resources by Mr. E. V. Richards, M.I.C.E., M.I.W.E., is expected shortly.

#### WATER SUPPLIES

The Public Works Department provides water supplies in some municipalities and townships, and operates boreholes in other areas. The Local Authorities in Nairobi, Makuru, and Eldoret control their own water supplies and during the year the policy of handing over township water supplies wherever possible to the Local Authorities was carried a stage further by the handing over of the Kisumu Water supply.

The remaining supplies operated by the Public Works Department supplied 655,700,900 gallons during the year.

The Nairobi Municipality experienced considerable difficulty in maintaining their supplies during the drought at the beginning of 1946. The completion of a new 12 inch diameter main from Ruiru in March, however, considerably improved the position. As an emergency measure an earth dam was built on the Ngong River; this was completed in May, but low flows in the river were experienced throughout the year and very little storage was effected. Progress was made with the construction of a new concrete dam at Ruiru which, when complete, will impound 700,000,000 gallons. Preliminary work of investigation and design of additional sources of supply were undertaken during the year, and preliminary surveys were also made of the Ruaraka and Athi rivers as possible sources of additional water supply.

The policy of boring for water was also continued, and 87 successful boreholes, which gave a total yield of 3,268,812 gallons per day, were sunk. The average depth at which water was struck was 236 ft., and the overall percentage of successful drilling was 95·6%.



## Chapter XI: Communications

### (1) SHIPPING

The year was marked by the resumption of shipping, which was considerable in volume but did not provide regular services, and by heavy importation, mainly of consumer goods, as a result of the United Kingdom export drive. There were signs towards the end of the year of some falling off in the volume of imports but the shipping position was well maintained and quite a large number of civilian passengers was handled.

The return of East African Troops from overseas was completed during the year.

Towards the end of the year there was a cessation of the local control by the Regional Representative of the Ministry of Transport.

There was some resumption of exports but the export traffic was still well below pre-war level.

### (2) RAILWAYS

The Railway was mainly occupied in 1946 in transporting East African troops to their various demobilisation centres and, to a lesser extent, in carrying Imperial troops to Mombasa for embarkation to the United Kingdom. There was also a considerable repatriation of enemy internees and Prisoners of War. This threw a considerable strain on the resources of the Railway administration, but demobilisation was completed with practically no interference with public traffic except for some slight congestion in the Lake Victoria area which arose through the diversion of one ship solely for demobilisation purposes, and the partial utilisation of other ships for the same purpose.

The volume of traffic still retained its war-time level, but the Administration was faced with a considerable deterioration in rolling stock and other assets due to the impossibility of maintaining them in good condition during the war and to the difficulty of obtaining spares and new supplies from overseas.

The fuel position deteriorated seriously with the end of the war. Difficulties were experienced particularly in maintaining coal supplies. Difficulties also arose with regard to the supply of water for locomotive purposes. The effects of a prolonged drought and an increase in population had diminished the amount of water available to the administration and the difficult supply position made it impossible to tap other sources for the provision of water for locomotive purposes.

### (3) ROADS

The Colony's road system consists of approximately 16,976 miles of road. Of this total 3,306 miles are maintained by Municipal and District Councils, 5,755 miles by the Public Works Department and 7,915 miles by Local Native Councils and the Administration. The Public Works Department's roads consist of 186 miles of bituminous road, 1,680 miles of surfaced or gravel road and 3,889 miles of earth roads. The maintenance expenditure of these roads in 1946 was £101,926, or £17·7 per mile.



The road expenditure on capital works was £167,702.

Work on the bituminising of the Nairobi/Thika road was practically completed during the year and the Limuru/Nakuru section of the Nairobi/Nakuru road, which includes the Escarpment descent into the Rift Valley, was opened as a bituminous road.

The Kericho/Sotik road was completed almost to Litein, and advance work on other sections was well in hand.

Survey work on the Nairobi/Mau Summit/Kisumu road was put in hand and contracts were let for part of the Nairobi/Mombasa survey.

#### (4) AIR

##### *International Air Services*

Regular scheduled air services were operated through the East African Territories throughout the year, and at the end of the year the following services were in operation:—

- (i) “Springbok” Service employing “York” aircraft operated jointly by British Overseas Airways Corporation and South African Airways between England and South Africa, calling at Nairobi only in East Africa. Services four times weekly in both directions.
- (ii) Flying Boat Service operated by British Overseas Airways Corporation between England and Durban calling at Port Bell, Kisumu, Mombasa, Dar-es-Salaam and Lindi in East Africa. Twice weekly in either direction. Flying boats operating between Cairo and Kisumu and Durban and Kisumu called weekly at Kisumu.
- (iii) British Overseas Airways Corporation regional service by Lodestar aircraft between Cairo and Nairobi. Twice weekly in either direction.
- (iv) Central African Airways service employing “Domine” and “Anson” aircraft between Salisbury and Nairobi through Northern Rhodesia via Mbeya and Tabora in East Africa. Once weekly in either direction.
- (v) Central African Airways service employing “Dominie,” “Anson” and “Viking” aircraft between Salisbury and Nairobi through Nyasaland, via Mbeya and Tabora in East Africa. Once weekly in either direction.
- (vi) Air France Service from Paris to Madagascar via Nairobi and Dar-es-Salaam in East Africa. Once weekly in either direction.

##### *Scheduled Internal Air Services*

Local civil air services had remained dormant from the outbreak of war in September, 1939, until September, 1945, when the newly constituted East African Airways Corporation inaugurated preliminary scheduled air services linking the more important centres in the East African Territories to the regular scheduled air service operated by British Overseas Airways Corporation and South African Airways between England and South Africa.



During 1946 these internal air services were extended and frequencies were increased until, at the end of the year, the following schedules were in operation:

Nairobi/Mombasa/Tanga/Zanzibar/Dar-es-Salaam	.....	Five times weekly both ways
Nairobi/Moshi/Dar-es-Salaam	.....	Twice weekly both ways
Dar-es-Salaam/Zanzibar/Tanga/Mombasa	.....	Threetimes weekly both ways
Dar-es-Salaam/Lindi	.....	Twice weekly both ways
Dar-es-Salaam/Morogoro/Nduli/Southern Highlands/Chunya/Mbeya	.....	Once weekly both ways
Nairobi/Eldoret/Kitale	.....	Once weekly both ways
Nairobi/Kisumu/Entebbe	.....	Twice weekly both ways

#### *Internal Air Charter and Flying Instruction*

Four operators became established in Kenya during the year and, despite difficulties in the supply of aircraft and equipment, undertook a considerable and rapidly increasing volume of air charter and instructional flying.

#### *Private Flying*

Four de Havilland "Tiger Moth" aircraft were put into service during the year for private use. Orders have been placed for a number more aircraft of various types and delivery is awaited.

#### *Airfields*

Customs airfields exist at Kisumu, Nairobi (Eastleigh) and Mombasa (Port Reitz). These airfields are controlled by the Air Officer Commanding, Royal Air Force, East Africa; but are in joint use by Royal Air Force and Civil Aircraft. In addition there are four other airfields controlled by the R.A.F. or military, two licenced airfields maintained by Municipal enterprise and 21 airfields and emergency airfields maintained by Government. There are also three private unlicenced airfields.

#### *Licences*

The following are statistics of licences issued during the year and current on the 31st December:

	<i>Issued</i> 1946	<i>Current on</i> 31.12.46
Pilots' "A" Licences	6	13
"    "    "    "    "	19	30
Ground Engineers' Licences	8	21
Aerodrome Licences	—	2
Certificates of Registration (Aircraft)	11	18
Certificates of Airworthiness (Aircraft)	13	9
	—	—
TOTALS	57	93
	—	—



*Flying Control and Navigational Aids*

Flying control continued to be exercised by the Royal Air Force with the Area Control situated at Eastleigh (Nairobi). Flying Control, air signals and navigational aid facilities were greatly reduced during the year owing to Royal Air Force demobilisation without civil replacement. As the result of a visit by a mission from the Ministry of Civil Aviation a "Crash" programme (i.e., the minimum facilities necessary to ensure safety) was agreed to meet the 24-hours' service requirements on the "Springbok" route, personnel being provided by British Overseas Airways Corporation on contract to the Ministry and to work under the operational control of the Director of Civil Aviation, East Africa. These arrangements, together with the East African Flying Control Scheme, when implemented, will greatly increase facilities during 1947.

Plans made by the Director of Civil Aviation for the setting up of a Headquarters staff on an Inter-Territorial basis were approved, and will be implemented during 1947. Plans were also drawn up for an inter-territorial Flying Control Scheme. It is proposed to centralise on an East African basis all licensing, legislation, navigational aids, and flying control and air signals and to standardise airfield requirements for scheduled operation in the East African territories.

## (5) POSTS

The Posts & Telegraphs Department of the combined territories of Kenya, Uganda and Tanganyika provides postal, telegraphic and telephonic communications within the East African postal administration. The service is controlled by an Administration Headquarters stationed at Nairobi.

In Kenya there are six district head offices and 53 departmental Post Offices where full postal and telegraphic services are provided. There are, in addition, 87 smaller offices and agencies where only minor postal services are provided.

A considerable increase in Savings Bank business took place during the year as a result of the demobilisation of African troops, whose credits had been given to them in the form of Post Office Savings Bank deposits in order to encourage habits of thrift. Four mobile vans were introduced during the year by means of which Savings Bank facilities are taken to the outlying districts.

Increased air services resulted in a wider use of air mails and the local air services which had been restored were also used for this purpose.

The figures for postal traffic for 1946 are not yet available. A comparison of the 1938 with 1945 figures, however, shows that the volume of traffic had more than doubled itself in the course of the war. Postal items (excluding parcels) dealt with in Kenya increased from 16,123,000 in 1938 to 44,184,000 in 1945; parcels from 158,458 to 366,500 and telegrams from 485,700 to 1,049,900.

There are now 7,233 telephone stations in the Colony as against 4,278 in 1938. It has not been possible to keep pace with the public demand in this respect and the number of outstanding applications for



telephones now amounts to 26·3% of the existing stations. The net gain in stations during the year was negligible, largely due to the cessation of large military installations, the loss of which has only just been counter-balanced by new civil works.

The Northern Frontier District Wireless Posts, established by the military during the war, were incorporated in 1946 in the communication services of the Posts and Telegraphs Department.

A special issue of stamps commemorating the end of the war was put on sale on the 11th of November, 1946, the two values issued being of 20 cents and 30 cents.

#### (6) BROADCASTING

The local broadcasting service is operated by Cable and Wireless, Ltd. Great strides were made during the war, particularly in the provision of broadcasts for Africans and for the Forces.

Early in the year a regular Sunday 8-hour programme was arranged and produced by Forces Welfare for English troops. At the same time the Kenya Information Office was broadcasting 5½ hours a week in Kenya native dialects and Swahili, and the East African Refugee Administration 3 hours a week in Polish. By the middle of the year English programmes occupied 38 hours a week, Indian 7, Government (including African and Polish) 8½ hours and Forces Welfare 8. The number of residential receiving licences has almost doubled itself during the war, rising from 3,622 in 1939 to 6,989 in 1946.

## Chapter XII: Other Subjects

### (1) THE CORYNDON MEMORIAL MUSEUM

The control of the Coryndon Memorial Museum, which until 1939 had been exercised by the East African and Uganda Natural History Society, was in that year taken over by a newly appointed body of Museum Trustees. This Museum, which is situated in Nairobi, has become increasingly popular particularly with Africans. The total number of visitors in 1946 was 99,130 compared with only 9,000 in 1939.

During 1946 the staff was brought back to normal, and Italian Prisoners of War, who had worked on the staff during the war, were repatriated and replaced by whole-time British workers. Mr. J. G. Williams who was formerly employed by the National Museum of Wales, commenced re-organising the whole of the bird study collection, and a considerable amount of help was given to the British Museum in connection with a new book on East African birds now in preparation.

The Museum acquired a magnificent specimen of the mountain Gorilla thanks to the Game Department of the Uganda Protectorate. Another new important exhibit in the mammal section is a habitat group of the yellow-backed Duiker. This rare, large Duiker was not previously known to occur in Kenya but after reports had been received from native hunters of the Mau Forest a special expedition was sent by the Museum



and two specimens were obtained. Hitherto, yellow-backed Duiker have been found only in the Belgian Congo and in one small area of Northern Rhodesia.

In the Department of Entomology some important research was initiated on the habits of the Harvester Ant with a view to discovering some method of exterminating these insects, which do a very great deal of damage to pasture lands throughout East Africa.

A large number of additions were made during the year to the exhibit of the economic fish of the East African coast.

Members of the Museum staff gave lectures on various natural history subjects to members of H.M. Forces at the Army Education Centre, whilst the Curator gave lectures at Army camps throughout the country. A course of natural history lectures was given to school teachers of all races from Nairobi and the neighbourhood.

## (2) RESEARCH ITEMS

### *Palaeontology*

In 1942 during a brief period of leave from his war time duties, Dr. L. S. B. Leakey went to Rusinga Island at the mouth of the Kavirondo Gulf of Lake Victoria, where before the war he had made important discoveries of fossils of Lower Miocene age. On this occasion he was fortunate enough to discover the most complete jaw of a Miocene fossil ape ever to be found. This was of the species known as *Proconsul africanus*. During the same visit he discovered the partial jaw of another Miocene ape *Zenopithecus* and also a complete skull of a large extinct herbivore *Brachyodus*.

These discoveries have been hailed throughout the world as of major scientific importance, and the fossil ape remains in particular have focussed scientific attention on Kenya Colony.

### *Prehistory*

During the period 1942 to 1945 Dr. and Mrs. Leakey devoted such spare time as was available to the development of the Prehistoric site of Olorgesailie—some 41 miles from Nairobi—as a Museum on the spot. This site was discovered by Mrs. Leakey in April, 1942, and has proved to be one of the most important discoveries in the field of Prehistoric research ever made in the African Continent.

Government has made available funds for the work of turning this site into a "Museum on the spot." A part of each camp site of stone age man has been uncovered and roofed over and already nearly 1,000 visitors have been to see the discoveries. It is anticipated that this site will provide a very great tourist attraction, especially as it is situated in the heart of wonderful game country, with magnificent views, so that tourists can combine many interests when visiting it.

Another similar site was uncovered and protected near Gilgil and has also attracted more than 1,000 visitors already.



## PART III

### Chapter I: Geography and Climate

#### GEOGRAPHY

THE Colony and Protectorate of Kenya extends approximately from Latitude  $4^{\circ}$  N. to Latitude  $4^{\circ}$  S., and from Longitude  $34^{\circ}$  E. to Longitude  $41^{\circ}$  E. It is bounded on the North by Abyssinia and the Sudan, on the West by the Uganda Protectorate, on the South by Tanganyika and on the East by the Indian Ocean and Somalia.

The Eastern and North-Eastern boundaries were originally defined along the Juba River by an agreement with Italy (1891), and the Northern by an agreement with Abyssinia in 1908, but upon the cession of Jubaland to Italy in 1925, the Eastern and North-Eastern boundaries were re-adjusted by a commission.

The Protectorate, a strip of land extending 10 miles inland from the Coast and including the islands of the Lamu archipelago, consists of the mainland dominions of the Sultan of Zanzibar in respect of which an annual payment of £16,000 is made to the Sultan.

The northern part of the Colony, comprising three-fifths of the whole, is arid and comparatively waterless. The southern strip, in which almost all economic production is centred, comprises a low-lying coastal area and a plateau raised by volcanic action to a height varying from 3,000 ft. to 10,000 ft. This area includes Mount Kenya (17,040 ft.), Mount Elgon (14,000 ft.), the Aberdare Range (about 12,000 to 13,000 ft.) and part of the Great Rift Valley, which is some 30 to 40 miles wide and often 2,000 to 3,000 ft. lower than the country bounding it on either side.

The European settled area, which includes the principal agricultural centres of Nakuru and Eldoret, is traversed by the Kenya and Uganda Railway main line, and there are branch lines to other important centres such as Nyeri, Thomson's Falls, and Kitale. The main areas of native production in the Nyanza and Central Provinces are also served by the Railway.

The Colony includes the larger portion of Lake Rudolf and the eastern waters of Lake Victoria Nyanza; the land area is 219,730 square miles and the water area 5,230 square miles, making a total of 224,960 square miles.

The capital is Nairobi with a population of 108,900, consisting of 10,400 Europeans, 31,900 Asiatics, and 66,600 Africans. Mombasa is the principal port: the inhabitants number about 95,000, of whom 1,500 are Europeans.

#### CLIMATE

With the exception of the Coast and the immediate interior, where the average temperature is about  $80^{\circ}$  F., the climate of Kenya is cool and invigorating. At Nairobi the mean temperature is  $67^{\circ}$  F., the mean maximum being  $77^{\circ}$  F. and the mean minimum  $57^{\circ}$  F.



There are generally two rainy seasons, the "Long Rains" from April to June, when the greater part of the rain falls, and the "Short Rains" from October to December; but in the high area west of the Rift Valley and north of the railway the wettest months are April to August. No month is invariably dry and near Lake Victoria showers occur on most afternoons. The mean annual rainfall on the Coast is 40 inches, of which 20 inches may fall in April and May. Inland the rainfall decreases to 10 inches and then increases with altitude to an average of 40 inches over the highlands. On higher ground and near the lake, average annual totals reach 70 inches.

## Chapter II: History

The Arabs and the Persians traded along the East African coast from the earliest times and established a chain of settlements which achieved a considerable degree of material prosperity. The first Europeans to interest themselves in East Africa were the Portuguese, who, between 1498, when Vasco da Gama landed at Malindi in the course of his voyage to India, and 1729, when they were finally expelled from Mombasa, replaced the Arabs as traders and established small garrisons at various points to protect their interests. The Portuguese were driven from the northern part of the Coast by the Arabs of Oman, to whom their kinsmen in East Africa had appealed, but once the Portuguese had gone the independent and mutually hostile rulers of the coastal settlements were hardly more willing to submit to the overlordship of the Iman of Oman than they had been to Portuguese sovereignty. It was not until the thirties of the nineteenth century when Sayyid Said, determined to enforce his rights over his African possessions, subdued the ruling Mazrui family of Mombasa and transferred his residence from Muskat to Zanzibar that the rule of Oman can be said to have been effectively established on the Coast. On Sayyid Said's death in 1856, his second son Sayyid Barghash succeeded to his African possessions, which shortly afterwards became independent of Oman.

Even in the middle of the nineteenth century the Arab hold was confined to the coastal belt, and the only Arabs who penetrated up-country were traders on the main caravan routes in search of the two marketable commodities of the interior—ivory and slaves. Although America and various European powers, including Great Britain, had established trading connections with Zanzibar and appointed Consuls, it was left to individuals—mainly missionaries—to explore the interior of East Africa.

Among the early explorers in the northern part were Rebman, who in 1848 first saw Kilimanjaro, and Krapf, who in the following year first saw the snows of Kenya. Further exploration was mainly directed to the discovery of the sources of the Nile.

The people whom the explorers found in the interior were of many different races, but in no case, except in Uganda, had their society advanced beyond the simple tribal state. The population was small



The Germans had a larger force under arms, but the British were assured of quick reinforcements, whilst British command of the seas isolated the Germans from any assistance from overseas.

The Germans took the offensive and penetrated Kenya's southern border. A volunteer force composed mainly of European farmers and one battalion of the King's African Rifles was the sum total of British strength. They were reinforced by Indian troops a few months after the outbreak of war. But it was not until 1916, when General Smuts assumed command, that the British took the offensive, and in a long wasting campaign, during which the losses due to disease greatly exceeded casualties in action, our troops chased the elusive and enterprising Germans, under General von Lettow-Vorbeck, through German East Africa. By November, 1917, there were no enemy troops left in this area, but our troops had been unable to capture General von Lettow-Vorbeck, who, retreating through Portuguese East Africa and entering Nyasaland and Northern Rhodesia, finally surrendered in November, 1918, only on receipt of news of the Armistice.

Over 85% of the European population of fighting age had enlisted for military service, and during the war large numbers of Africans had served in the Carrier Corps. As a result, many farms reverted to scrub and bush and European settlement was virtually at a standstill during these years.

When peace came great strides were made in European settlement. New farmers arrived from England and South Africa and special schemes were launched for ex-soldiers. Already in 1919 the European population was estimated at 9,000.

The influx of new settlers, combined with the effects of the war on the native population and a severe famine in 1918, created a labour crisis. At the same time Kenya began to feel the effects of the post-war slump. The depression was further increased by the currency changes from the rupee as the unit, first to the florin and then to the shilling, which in effect substantially increased sterling obligations.

The very serious financial and economic position in 1921 led to the appointment of an Economic Committee, on whose recommendations the tariff policy was substantially changed to a protective tariff designed to stimulate agricultural production. The Railway rates policy was also modified in order to facilitate the export of the main agricultural products, especially maize.

At the same time political controversies were raging. Nominated unofficial Europeans had first sat in Legislative Council in 1906, and in 1919 their numbers were increased from four to eleven and an elective basis established. The grant of the franchise to Europeans called forth a demand from the more numerous Indian community for equal privileges on a common roll, a demand which met with the support of the Indian Government. The Wood-Winterton Agreement, which proposed a common roll with educational qualifications, aroused opposition among Europeans which was carried to the point of threatening armed resistance. The matter was resolved by the Devonshire White Paper of 1923, which granted the Indians five seats on a communal basis and also made provision



for an Arab elected member and a nominated unofficial member to represent African interests. The Paper also, whilst confirming the position of the Europeans in the highlands, contained a clause which stated that primarily Kenya is an African territory and the interests of the African native must be paramount. The settlement was accepted with reluctance by the European community, but the Indians launched a campaign of non-co-operation, and it was not until the Thirties that the full number of members allotted to them took their seats in Legislative Council.

Meanwhile other changes of great importance had been taking place. By the Kenya Annexation Order-in-Council of 1920 the territories outside the mainland dominions of the Sultan of Zanzibar had been recognised as a Colony, the coastal belt remaining a Protectorate. The Uganda Railway, in 1912, was constituted as a separate financial entity, and in 1926 was established the office of the High Commissioner for Transport, vested in the Governor of Kenya until 1935, when it was vested jointly in the Governors of Kenya and Uganda.

Kenya was drawn into closer relationship with her East African neighbours by the foundation of the Governors' Conference, which met for the first time in January, 1926, in Nairobi. Full federation soon became a political issue. There were many economic and administrative arguments in favour, but the difference in the political status of the three Territories—a Protectorate, a Mandate, and a Colony—and the fears and suspicions of the various communities, rendered federation difficult. After a series of abortive commissions and enquiries, the idea was abandoned.

A brighter aspect of the Twenties was the progress in native development. In the field of education the Education Department was supplementing the facilities already provided by the missions, and in 1924 established a Native Industrial Training Depot at Kabete, and also the Jeanes School, where African teachers and their wives were given a training in rural community life rather than a purely academic training. In the same year Local Native Councils were inaugurated, in order to associate the African more closely in the government of his area and as a first step in his political development. These Councils have proved valuable and very successful.

In the early Thirties the Colony felt once more the effects of a world depression. All races suffered, the African and the Asian as well as the European. Drought and a plague of locusts on a large scale deepened the depression. The economic story of the later years of the Thirties is one of gradual recovery from the depression, helped to a small extent by the working of alluvial deposits of gold discovered in the North Kavirondo district in 1931.

As a result of the economic situation public interest was centred more on financial than on political matters. Whereas the commissions and committees of the Twenties had discussed political representation and federation, the enquiries of the Thirties, such as those undertaken by Lord Moyne and Sir Alan Pim, were concerned with finance and taxation. From 1929 to 1933 there were deficits in the Budget. Although reduc-



tions in expenditure were made and an official levy on salaries was imposed, this was not sufficient to bridge the gap between revenue and expenditure, and it became necessary to increase taxation at a time when the people of the Colony were least able and willing to accept it. Controversy centred in the Government proposal to reintroduce Income Tax, which had been introduced in 1921 and then abandoned. The first stage was the imposition of a Graduated Non-Native Poll Tax in 1923. Finally, in 1936, the Elected Members of the Standing Finance Committee recommended the acceptance of a light Income Tax, on condition that the Secretary of State examined the composition of the Executive Council. In 1937 Income Tax starting at 1/- in the pound was introduced, and in the same year the number of officials on Executive Council was reduced, the number of unofficial members remaining the same.

Steady development was taking place in African affairs. Their representation in Legislative Council was increased by the appointment of a second nominated unofficial member. The Native Tribunals Ordinance provided for a more comprehensive system of native courts than had formerly been established. Agricultural schools for Africans were opened, veterinary services developed, educational facilities were increased, and provisions made for secondary and higher education, if only on a minor scale. The Medical Department was taking a large share in the improvement of conditions in native reserves. In short, many Africans were emerging from the tribal state and approaching a stage, not without its dangers, which provided them with the prospects of a more civilised life.

When Mussolini conquered Abyssinia in 1936 the first shadows of the second World War were cast over Kenya. There were no forces in the Colony apart from the two regular King's African Rifles battalions and the tiny volunteer force of the Kenya Royal Naval Volunteer Reserve, which had been established in 1933. In 1937 a European Kenya Defence Force came into being, as well as a European territorial force known as the Kenya Regiment. In September, 1938, the Kenya Women's Emergency Organisation was founded as the country's central registry for women's services in war time. Kenya's preparations, however, were on an inadequate scale to meet a threat from the Italian East African empire, but the breathing space given by the fact that Italy did not enter the war until 1940, which allowed of a great increase in the local forces and reinforcement from South and West Africa and overseas, saved Kenya from invasion by the Italians in East Africa.

Although it was necessary for strategic reasons to abandon to the enemy areas in the Northern Frontier District, General Cunningham found himself, early in 1941, in a position to carry the war into Italian territory. The success of his campaign was as overwhelming as it was rapid; Addis Ababa was occupied within a few months, and Italian resistance in East Africa ceased when Gondar fell in November, 1941.

Kenya's military commitments did not end here. Forces were built up steadily, and fighting and other units took a prominent part in the campaigns in Madagascar and Burma, whilst Pioneer units performed useful work in the Middle East.



As the war receded from Kenya's frontiers, Government was able to devote more attention to measures directed to increase production. Despite the drain on manpower of both Europeans and Africans for the Forces, those who remained, including the wives of European farmers, did not let production fall. A combination of drought and locusts at a time when local consumption was greatly increasing caused a serious maize shortage in 1943, but in the following years more cereals were being produced than ever before.

In 1944 an important step forward in the history of the Colony was taken when the Governor nominated Eliud Mathu as the first African to represent his people on Legislative Council.

Even before the war was ended, the Government was occupying itself with plans for post-war development, and in 1945 an important reorganisation of Government was undertaken which, grouping the main departments under members of Executive Council, made preparations for the responsibilities of the peace.

### Chapter III: Administration

His Excellency Sir Philip Euen Mitchell, G.C.M.G., M.C., administered the Government throughout the year.

The supreme executive power of the Colony is vested in the Governor who is advised by an Executive Council. Until 1945 the Executive Council consisted of four ex-officio members and four unofficial members. In that year, however, Government—with the object of dealing expeditiously and efficiently with the complexities of post-war conditions and the pressing problems of reconstruction and development—undertook an important administrative re-organisation whereby the departments of Government were grouped under members of Executive Council. Three of the ex-officio members—the Chief Secretary, the Attorney General and the Financial Secretary, retained their seats in their new capacities as Chief Secretary and Member for D.A.R.A., Member for Law and Order and Member for Finance. The Chief Native Commissioner without controlling any group of departments, retained his seat on Executive Council. By this reorganisation the Chief Secretary was made responsible for a specific subject of the utmost importance to the Colony's future. The Deputy Chief Secretary took over the administrative work for which the Chief Secretary had until then been responsible and was given a seat on Executive Council. The Chief Secretary retained the chairmanship of various important Boards and Committees.

Two further members were created—a Member for Agriculture, Animal Husbandry & Natural Resources, and a Member for Health and Local Government. The former of these is an elected member who has given up his unofficial seat on Legislative Council. The ex-officio members thus total seven. No change was made in the numbers or composition of the nominated members of Executive Council not holding executive



office. Three of these were Europeans, one of whom more particularly represented native interests, and the fourth was an Indian.

The Legislative Council consists of the Governor as President, 11 ex-officio members, not more than 9 Nominated official members, one of whom represents the interests of the Arab community, 11 European elected members, 5 Indian elected members, one Arab elected member and two nominated unofficial members to represent the interests of the African community, one of whom since 1944 has been an African.

The administrative reorganisation of Government has not resulted in any change in the constitution of Legislative Council but there have been some alterations in the official membership. Seats have been found for the Deputy Chief Secretary, the Member for Agriculture, Animal Husbandry and Natural Resources, and the Member for Health and Local Government within the official membership. The Commissioner of Labour also, owing to the increased importance attaching to his post, has been given a seat as a nominated official member.

The Chief Secretary remained the senior executive officer of Government, although by virtue of the reorganisation of Government those members of Executive Council responsible for specific subjects now carry out in respect of their subjects the task of transmitting to heads of departments and Provincial Commissioners the orders of the Governor.

When a Bill passed by the Legislative Council is presented to the Governor, he may consent thereto, refuse his assent or reserve his assent for the signification of His Majesty's pleasure.

The Colony is divided into four provinces, each in charge of a Provincial Commissioner assisted by a Deputy Provincial Commissioner, and three extra-provincial districts. Within the districts which comprise the various provinces, the executive functions of Government are vested in District Commissioners.

#### D.A.R.A.

On 1st August, 1945, a Development and Reconstruction Authority under the chairmanship of the Chief Secretary was created, responsible to the Government for the expenditure of all capital and other sums specifically allocated for Development and Reconstruction purposes and for the co-ordinated execution of approved development and reconstruction plans. The two other members appointed were Sir Reginald Robins, C.M.G., O.B.E. (The General Manager of the Kenya and Uganda Railways and Harbours Administration) and Sir Alfred Vincent (Member of the Legislative Council).

#### LOCAL GOVERNMENT

##### *Settled Areas*

The present system of Local Government dates from the year 1928. Previously all urban areas, with the exception of Nairobi where a municipal authority had existed since 1919, had been administered as townships, the District Officers being advised in the more important townships by Township Committees. In the rural settled areas they had the advice



of District Committees and a measure of local control over roads of access was exercised by Local Road Boards. Legislation was enacted in 1928 giving effect generally to the recommendations of the Local Government Commission appointed in 1926 under the chairmanship of the Hon. Justice Feetham, C.M.G.

There are now five Municipalities in Kenya, viz.: Nairobi, Mombasa, Nakuru, Eldoret and Kisumu. In Nairobi, Government is by Municipal Council; in the others by Municipal Board; the essential difference being that the Boards are required to submit their estimates of expenditure to Government for prior approval, whereas the Nairobi Council is not required to do so. Revenue is raised from Trading Accounts and by the imposition of rates on unimproved site values, varying between 3% in Nairobi and 1% in smaller municipalities. Mombassa is exceptional in imposing additionally a rate (5/7 per cent) on improvements to site values, i.e., buildings, etc. The Central Government pays a contribution in lieu of rates on Crown property. For all the municipalities taken together, these contributions in 1946 were of the order of £65,000, i.e., about half the contributions from private and municipal properties. Other contributions are made to the various municipalities from Central Government Revenues in the form of grants for various services, e.g., roads, staff, public health. In recent years such grants have amounted to approximately £80,000 annually.

Municipal authorities are constituted partly by elected and partly by nominated members, some of whom are representatives of the Government or the K.U.R. & H. Administration. The electoral franchise is based on the ownership of property or receipt of a certain income. An Aldermanic Bench was added to the Nairobi Municipal Council in 1946 and two African Councillors have been appointed. In other municipalities African members are co-opted to Committees. Municipal authorities are responsible for public works including roads, sanitation, sewers, housing and water supplies. They also provide certain medical services for the poorer classes such as Clinics and in some cases Maternity Homes. They have by-law-making power on a wide variety of subjects, are preparatory authorities for Town Planning Schemes but are not educational authorities. The revenues of municipal authorities has risen considerably over recent years with substantial increases of population and amounted in 1946 to approximately £500,000. Their total loan debt was over one million pounds mainly contracted for water supply, town planning and housing schemes.

Outside townships and municipal areas in the settled areas, there is provision for local government through the medium of District Councils. Membership of these Councils except for the Nyanza District Council is confined to Europeans who are British subjects and is by election. There are seven established Councils and during recent years, their area has been extended to cover the whole of the White Highlands.

There is provision in the governing Ordinance for the imposition by the Councils of an annual rate on land in the form of either a rate on unimproved land values, or a flat or graduated rate on land areas. No District Council except the Nairobi District Council has, so far availed



<i>Name</i>	<i>Published</i>	<i>Language</i>
<i>Observer</i>	Weekly	English
<i>Colonial Times</i>	Weekly	English and Gujarati
<i>The Goan Voice</i>	Weekly	English
<i>The Daily Chronicle</i>	Daily	English and Gujarati
<i>Central Province and Rift Valley Bulletin</i>	Weekly	English
<i>The East African Trade Journal</i>	Monthly	English
<i>K.I.O. Fortnightly</i>	Fortnightly	English

## AFRICAN VERNACULAR NEWSPAPERS

*Missions*

<i>Rafiki yetu</i>	Monthly
<i>Sauti ya vita</i>	Monthly
<i>Matangazo ya injili</i>	Monthly
<i>Wathiomu Makinyu</i>	Monthly

*Commercial*

<i>Baraza</i>	Weekly
<i>Sauti ya Mwafrika</i>	Fortnightly
<i>Mwalimu</i>	Weekly
<i>Mumenyereri</i>	Fortnightly
<i>Mutei</i>	Fortnightly
<i>Habari</i>	Weekly
<i>Ramogi</i>	Fortnightly
<i>Omuluyia</i>	Monthly
<i>Ndimugezi</i>	Fortnightly
<i>Gikuyu</i>	Fortnightly
<i>Coast African Express</i>	Weekly
<i>Nyanza Times</i>	Monthly
<i>Traders' Magazine</i>	Quarterly

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Geology of the Nyeri Area, with coloured Geological Map.

Shs. 2/-. Government Printer, Nairobi.

Mining Laws and Regulations of Kenya.

Shs. 5/-. Government Printer, Nairobi.

Notes on the Geology of the Country surrounding Nairobi, with coloured Geological map.

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# Appendix 3

## STATEMENT OF EXPENDITURE UNDER MAIN HEADS FOR THE YEAR ENDED 31st DECEMBER, 1945 AS COMPARED WITH PREVIOUS YEARS

<i>Head of Expenditure</i>		1939 £	1944 £	1945 £
A. KENYA—RECURRENT				
1. His Excellency the Governor	...	14,255	14,988	16,044
2. Accountant General	...	17,146	21,779	25,861
3. Administration	...	217,261	236,885	263,357
4. Agriculture	...	73,139	105,717	133,220
5. Audit	...	19,233	26,172	25,942
6. Civil Aviation	...	28,316	25,250	50,047
7. Coast Agency	...	5,554	6,277	6,648
8. Conference of East African Governors	...	959	4,103	3,409
9. Customs	...	28,430	54,544	54,994
10. Education	...	197,876	309,717	372,981
11. Forest	...	31,041	45,927	57,367
12. Game	...	9,001	14,870	17,200
13. Government Chemist	...	2,025	2,513	2,804
14. Inland Revenue	...	26,486	40,919	40,649
15. Judicial	...	30,381	39,133	41,973
17. Labour	...	—	20,387	22,462
18. Lands, Settlement and Local Government	...	35,434	35,163	36,383
19. Legal	...	9,269	10,888	12,436
20. Local Government Contributions to Local Authorities	...	111,823	183,197	166,650
21. Medical	...	218,958	329,603	361,417
22. Military	...	109,458	134,388	136,822
23. Mining and Geological	...	10,412	9,663	9,738
Carried Forward		£1,196,455	£1,672,083	£1,858,404



# Appendix 3

(continued)

Head of Expenditure		1939 £	1944 £	1945 £
24.	Miscellaneous Services	1,196,455	1,672,083	1,858,404
25.	Naval	34,258	95,997	163,204
26.	Pensions and Gratuities	2,191	4,285	4,285
27.	Police	240,927	287,152	314,325
28.	Posts and Telegraphs	142,908	209,066	241,362
29.	Printing and Stationery	139,971	234,487	263,313
30.	Prisons	33,134	40,249	41,737
31.	Public Debt	59,760	114,392	114,581
32.	Public Works Department	241,129	452,646	494,919
33.	Public Works Recurrent	94,051	214,186	186,798
34.	Registrar General	120,890	186,576	197,548
35.	Rent and Interest to H.H. the Sultan of Zanzibar	5,420	8,350	9,248
36.	Secretariat and Legislative Council	16,000	16,000	16,000
37.	Subventions	29,709	35,772	40,443
38.	Veterinary Services	15,843	22,040	28,828
	Trade and Information Office	70,500	93,473	101,077
		3,101	—	—
	TOTAL RECURRENT	£2,446,249	£3,686,754	£4,076,072
NON-RECURRENT				
1A	His Excellency the Governor	—	621	2,747
2A	Accountant General	—	15	39
3A	Administration	39,916	316,486	120,492
4A	Agriculture	18,645	173,250	95,656
4B	Agricultural Production and Settlement Board	—	263,669	240,707
6A	Civil Aviation	1,146	170	—
	Carried forward	£59,707	£754,211	£459,641



# Appendix 3

(continued)

Head of Expenditure		1939 £	1944 £	1945 £
	Brought Forward	59,707	754,211	459,641
7A	Coast Agency	—	—	—
8A	Conference of East African Governors	—	—	974
9A	Customs	58	—	97
10A	Education	1,723	8,835	21,638
11A	Forest	—	107,906	127,411
12A	Game	—	—	840
14A	Inland Revenue	—	2,353	—
16A	Kenya Auxiliary Air Unit	—	6,925	430
17A	Labour	—	2,062	8,746
18A	Lands and Settlement	25	—	—
19A	Legal	104	—	—
20A	Local Government Contributions to Local Authorities	2,963	4,807	19,357
21A	Medical	10,486	15,165	26,982
22A	Military	25,668	—	—
23A	Mining and Geological	135	3,068	2,244
24A	Miscellaneous	29,662	108,220	623,250
25A	Naval	1,013	—	—
26A	Pensions	263	—	—
27A	Police	14,927	1,860	6,168
28A	Posts and Telegraphs	27,443	22,488	25,994
30A	Prisons	149	1,291	299
36A	Secretariat and Legislative Council	106	457	183
38A	Veterinary	3,245	9,983	15,034
39.	Public Works Extraordinary	54,030	627,352	594,392
40.	War Expenditure—Civil	60,401	1,256,383	776,066
	Colonial Development Fund	34,384	—	—
	Parliamentary Grant	21,671	—	—
TOTAL NON-CURRENT		£348,163	£2,933,366	£2,709,746



# Appendix 3

(continued)

Head of Expenditure		1939 £	1944 £	1945 £
B. OTHER GOVERNMENTS' SHARE OF JOINT SERVICES EXPENDITURE				
RECURRENT				
8. Conference of East African Governors	....	3,287	11,349	9,667
9. Customs	....	20,352	19,284	25,765
14. Inland Revenue	....	—	18,833	21,938
22. Military	....	43,225	—	—
25. Naval	....	2,905	4,285	4,285
28. Posts and Telegraphs	....	105,735	137,476	147,831
31. Public Debt	....	817,532	817,530	817,530
War Expenditure, Pay and Allowances	....	3,285	—	—
TOTAL RECURRENT		£996,321	£1,008,757	£1,027,016
NON-RECURRENT				
8A Conference of East African Governors	....	—	—	2,140
9A Customs	....	34	—	46
14A Inland Revenue	....	—	25	—
22A Military	....	15,814	—	—
25A Naval	....	1,343	—	—
28A Posts and Telegraphs	....	155	186	908
TOTAL NON-RECURRENT		£17,346	£211	£3,094
GRAND TOTAL		£3,808,079	£7,629,088	£7,815,928



# Appendix 4

## REVENUE AND EXPENDITURE

STATEMENT OF REVENUE AND EXPENDITURE FOR THE SEVEN YEARS ENDING 31st DECEMBER, 1945

<i>Year</i>	<i>Revenue</i> £	<i>Expenditure</i> £
1939	3,811,778	3,808,079
1940	4,111,412	4,064,465
1941	5,348,888	4,511,275
1942	5,595,025	5,341,551
1943	6,801,860	6,782,466
1944	7,734,533	7,629,088
1945	8,034,197	7,815,928



## ALLOCATION OF PUBLIC DEBT AND ANNUAL CHARGES

Loan	CAPITAL DEBT			ANNUAL CHARGES						TOTAL ANNUAL CHARGES
	Kenya Colony	Kenya and Uganda Railways and Harbours	Total Public Debt	Kenya Colony			Kenya and Uganda Railways and Harbours			
				Interest	Sinking Fund	Total	Interest	Sinking Fund	Total	
1921	£ 754,614	£ 4,245,386	£ 5,000,000	£ 45,277	£ 7,546	£ 52,823	£ 254,723	£ 42,454	£ 297,177	£ 350,000
1927	—	5,000,000	5,000,000	—	—	—	250,000	50,000	300,000	300,000
1928	659,669	2,840,331	3,500,000	29,685	6,596	36,281	127,815	28,404	156,219	192,500
1930	2,233,909	1,166,091	3,400,000	100,526	22,339	122,865	52,474	11,661	64,135	187,000
1933	305,600	—	305,600	10,693	3,056	13,752	—	—	—	13,752
1936	375,000	—	375,000	11,250	3,750	15,000	—	—	—	15,000
1945	600,000	—	600,000	18,000	12,000*	30,000	—	—	—	30,000
TOTAL	4,928,792	13,251,808	18,180,600	215,434	55,287	270,721	685,012	132,519	817,531	1,088,252

\* Commenced 1st May, 1946.

# Appendix 6

TABLE SHOWING EXAMPLES OF THE AMOUNT OF INCOME TAX PAYABLE BY FIVE CLASSES OF TAXPAYERS

Salary	Allowance Single Man	Tax Due	Allowance Married	Tax Due	Allowance Married One Child	Tax Due	Allowance Married Two Children	Tax Due	Allowance Married Three Children	Tax Due
£ 200	£ 200	£ Nil	£ 350	£ Nil	£ 430	£ Nil	£ 470	£ Nil	£ 510	£ Nil
250	175	7 10 0	"	Nil	"	Nil	"	Nil	"	Nil
300	150	15 0 0	"	Nil	"	Nil	"	Nil	"	Nil
350	125	22 10 0	"	Nil	"	Nil	"	Nil	"	Nil
400	100	30 18 0	"	5 0 0	"	Nil	"	Nil	"	Nil
450	75	40 8 0	"	10 0 0	"	2 0 0	"	Nil	"	Nil
500	50	50 12 0	"	15 0 0	"	7 0 0	"	3 0 0	"	Nil
550	25	61 10 0	"	20 0 0	"	12 0 0	"	8 0 0	"	4 0 0
600	Nil	73 2 0	"	25 0 0	"	17 0 0	"	13 0 0	"	9 0 0
650	Nil	81 5 0	"	30 18 0	"	22 0 0	"	18 0 0	"	14 0 0
700	Nil	89 13 0	"	37 3 0	"	27 6 0	"	23 0 0	"	19 0 0
750	Nil	98 8 0	"	43 15 0	"	33 8 0	"	28 10 0	"	24 0 0
800	Nil	107 10 0	"	50 12 0	"	39 15 0	"	34 13 0	"	29 14 0
850	Nil	116 17 0	"	57 16 0	"	46 9 0	"	41 1 0	"	35 18 0
900	Nil	126 11 0	"	65 6 0	"	53 9 0	"	47 16 0	"	42 8 0
950	Nil	136 11 0	"	73 2 0	"	60 15 0	"	54 18 0	"	49 4 0
1,000	Nil	146 17 0	"	81 5 0	"	68 8 0	"	62 5 0	"	56 7 0



# Appendix 7

COMPARATIVE TABLE

Year	No. of Estates Assessed		No. of Estates Re-Assessed	Total Amount of Net Estates Assessed		Duty Assessed	Additional Duty Re-Assessed	Duty Collected	Refund of Duty	Remission of Duty
	Killed in War	Others		Killed in War	Others					
1939	—	171	27	£ —	£ 412,786	£ 18,041	£ 1,619	£ 11,516	£ 1,796	£ —
1940	—	211	20	—	483,462	28,178	1,094	34,810	194	—
1941	—	257	33	—	752,270	17,681	4,149	10,874	120	—
1942	28	264	27	18,558	1,471,641	51,336	17,585	61,125	278	510
1943	13	283	36	23,678	686,527	24,507	2,558	42,783	527	431
1944	16	289	66	28,044	779,472	31,926	4,613	42,174	3,146	528
1945	23	290	66	45,989	1,018,009	33,905	11,576	44,322	898	1,779
1946	10	324	50	7,227	1,055,992	36,291	3,504	39,052	934	98

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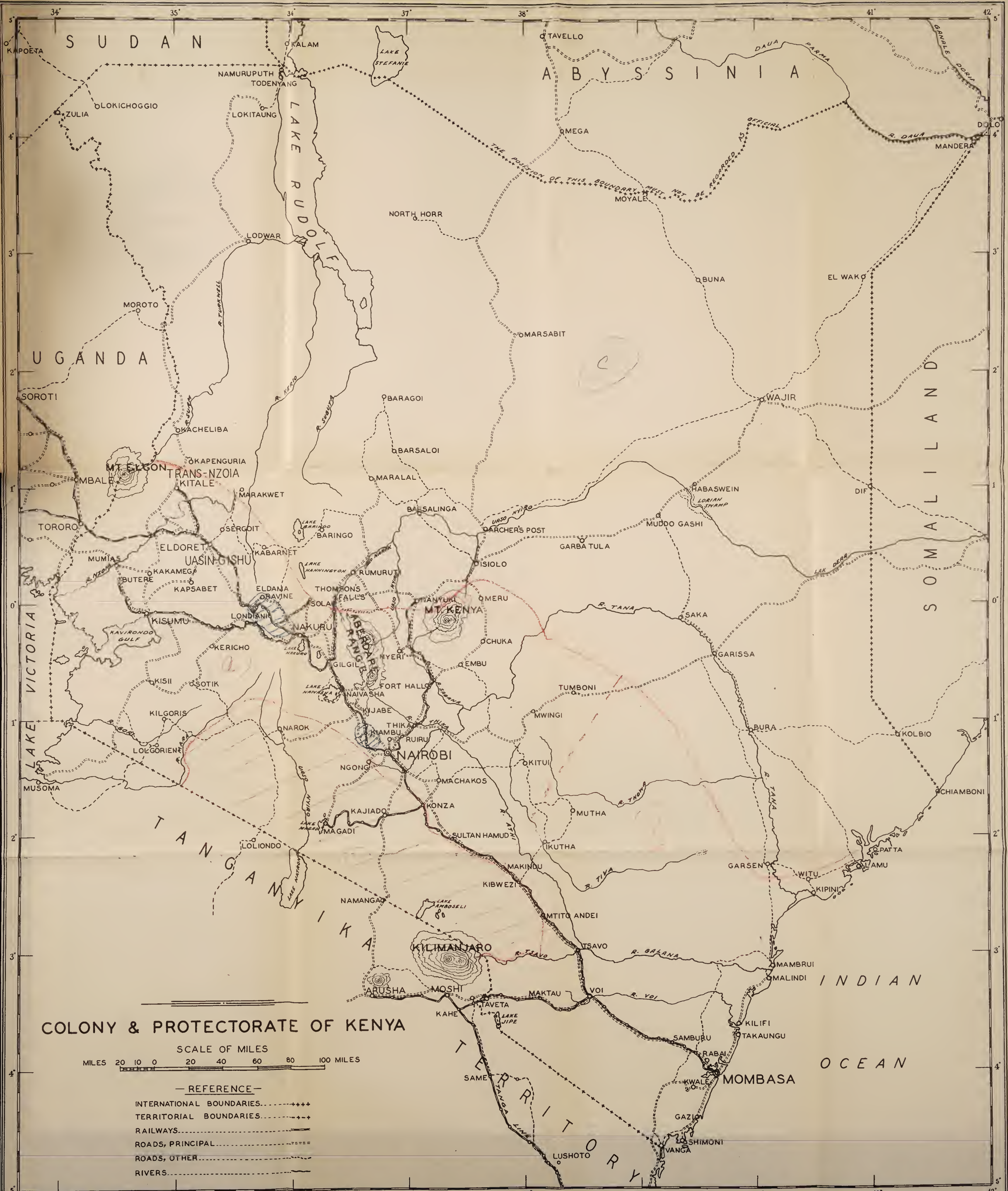
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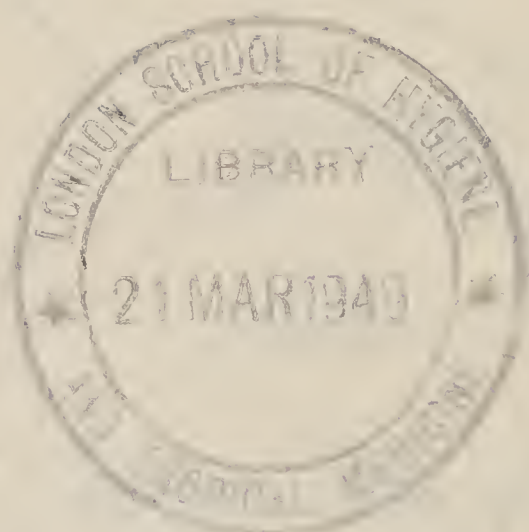
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